

Councils hostile to national body plans

by Paul Flather

Local authorities have pledged their total opposition to any Government plan to remove advanced further education from their control by the creation of a new national body to oversee public sector higher education.

Mr Alastair Lawton, chairman of the Council of Local Education Authorities (CLEA), told a seminar organised by the Chartered Institute of Public Finance and Accountancy in Cheltenham last week that there was no dissent among local authority organisations on this.

He said CLEA had put serious proposals to the Department of Education and Science to rationalise higher education. But there had been a "clearly hostile" attitude to the plan, he said, and a "wretched" DES memorandum.

He said the government had "not fit to run advanced further education". The authorities are far more likely to recognise local needs than some mandarins sitting in some London office, he said.

'Nationalisation' condemned

The Government should abandon its secretive plans to "nationalise" polytechnics and colleges and settle for a planning system based on open co-operation, Mr Chris Price MP told the seminar.

Mr Price, chairman of the Select Committee on education, said plans to create a national body to control public sector higher education as leaked in press reports would cause so much aggravation that real planning "would go out of the window".

If Mr Carlisle really wanted to rationalise fast he had better let it be done in Leeds, Birmingham and Manchester, rather than in Elizabeth House. The only the Government would get any co-operation from the public sector in "rationalising" was by dropping its current plans and adopting an even-handed

approach; and this meant including universities.

He urged Mr Carlisle, the Education Secretary, to "come clean" with his plans. "The leaked memorandum showed the extent to which the DES was willing to proceed with only the faintest nods in the direction of partnership and consultation," he said.

These plans amounted to leaving the frying pan and jumping into the fire, and those principals and directors who had welcomed them were "acting foolishly," he said.

The plans also offered an open invitation to higher education institutions to consciously shed their lower level work, in order to meet the 80 per cent advanced work criterion which would bring them under the scope of the national body.

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Mr Christopher Price (left): ludicrously negative. Mr George Tolley: two scenarios.

Dr. Tolley fears 'topping and tailing' of polys

About 10 to 12 polytechnics should be transferred to the university sector if the Government is serious about gearing universities to meet the needs of the nation, the Rev Dr George Tolley, principal of Sheffield Polytechnic, told the conference.

Dr Tolley said the university sector seemed to have been confirmed and strengthened in its present mould and tradition, while the polytechnic sector was being topped and tailed.

Those public sector institutions that had contributed most to the polytechnic ideal of improving skills, meeting social needs, aiding job creation and increasing access to higher education, would be those most threatened with attenuation, he said.

The public sector acted as a "safety valve" which was cheaper than universities and met local needs, but when demand changed it was the first to be hit. "In a time of retrenchment all this suggests we are the ones that are going to be clobbered," said Dr Tolley.

If the Government was serious about changing the university sector it should

create 10-12 new polytechnic universities to help diversify it, and move all teacher training into this expanded sector, he said.

Local authorities would continue to maintain all other colleges which would serve as "feeder colleges" into the new expanded university sector.

If local authorities wanted to retain higher education they must pick up the gauntlet, he said. "They must come up with a credible planning and funding arrangement - there must be a national body of sorts - and they must ensure proper delegation to governing bodies."

He said that the local authorities should fund designated institutions and not courses as at present. In this way they could provide all the essentials in the leaked DES memorandum on a national body with one major difference - keeping local authority control.

Dr Tolley warned that the new CLEA higher education advisory group was not a credible national forum for a new body. "Local authorities have now in higher education long enough to now this and not be so amateurish," he said.

Warning to Zimbabwe students

by John O'Leary

More than 800 Zimbabwean students brought to Britain by the Foreign Office for the understanding that they would go on to higher education, will have to return home with inadequate qualifications unless a scholarship scheme is extended, MPs have been warned.

The Foreign Affairs Select Committee, which is holding an inquiry into British aid for Zimbabwe, heard evidence last week of the plight of the students. They have been told by their government that they must be able to continue their studies in Britain because of the high fee level.

Representatives of a working group including Mrs Judith Ason, daughter of former Rhodesian prime minister Mr Ian Smith, told the MPs that they would be opportunities for only a handful to go on to higher education at home. The University of Zimbabwe is already under strain to capacity and was able to admit only a small number of the qualified applicants this year.

There are 869 Zimbabwean students in Britain completing intermediate level courses, ranging from A levels to Business Technical Education Council diplomas, this year. More than 80 per cent of them were recruited from within Zimbabwe or from refugee camps in neighbouring countries.

A submission by the working group to the United Kingdom Council for Overseas Student Affairs, says that established policy was for students to be selected with higher education in mind, since developing countries do not regard A levels as providing essential social or economic skills.

The Foreign Office set up its special programme to assist in the education of black Rhodesians in 1966 and at its peak in 1979, 4,000 places were available. It began running down when independence was granted last year and no more money has been allocated.

However, the Commonwealth Secretary has already said that Zimbabwe faces a critical shortage of skilled manpower, warning: "A shortage of high level skills could result in a recession and deepening unemployment throughout the economy."

Mr Tim Matthews, director of the Africa Educational Trust, who chairs the working group, told the MPs that independent schools could not have been forced when the students were offered places and the Foreign Office must have set aside up to £20m to meet the cost of higher education courses.

The group estimated that it would cost £15,250,000 to enable all those Zimbabwean students to continue their studies for a further three years. It suggested that an alternative would be to support only the 300 students on Ordinary National Diplomas, BEC or TEC courses, on the grounds that these might attract highest priority within Zimbabwe. This course of action would cost £7m.

Open Tech's future lies in own style

An Open Tech should not be a separate institution modelled on the Open University, Mr Michael Colvin MP for Bristol told a conference in London last week.

Instead it should be a loose organisation, a framework for coordinating cheap and relevant courses provided by existing colleges and training schemes, he said to an audience of college lecturers and industrialists.

Mr Colvin, the author of a recent Conservative Party Paper on the subject, was speaking at a conference on the Open Tech organized by the south west region of the Open University.

A discussion document laying out proposals for the new scheme is to be published by the Training Services Commission and the Manpower Services Commission next month. It will be followed by a series of seminars to test public reaction.

Mr Colvin criticized the present system of vocational training for producing a "patchwork" of uncoordinated schemes which, he said, "have resulted in a massive waste of resources."

War in peace department

by Ngalo Crequer

A lecturer in the school of peace studies at Bradford University has claimed his fellowships are not being renewed because of his anti-Zionist stand.

Students began an occupation of the department last Thursday in protest and have claimed that the lecturer's removal is further evidence of a narrowing of academic debate. Earlier this week peace studies staff decided to hold an internal inquiry into the school.

Dr Uri Davis, senior research fellow in peace studies was told last month that his application for a three year extension to his fellowship which is due to end this September had been refused.

This decision also appears to have prompted a possible transfer to another school, interdisciplinary human studies. Staff of this school had written individually and collectively to say they greatly respected Dr Davis' academic ability, that his recruitment would inject new blood, and a request to transfer to their school would be "favourably regarded".

The university said it was policy that research fellowships were only of limited duration because of the need to bring in fresh approaches, and it was not known to what extent there would be outside financial support.

It added in a letter to Dr Davis:

"Given if some source could be found to meet the full costs of a fellowship the additional expenses which inevitably arise... meant there had to be a lessening in the range of activities."

According to Dr Davis, these reasons are "less than candid". "There are internal, and possibly external pressures to relieve me of my post and close down my area of activity. These stem from the fact that through my academic work the university has been publicly associated with anti-Zionist advocacy."

Dr Davis joined the school of peace studies as a full-time tenured lecturer in 1974 and in 1976 he was allowed two years' leave of absence to develop his specialist work in Palestine studies, which was underwritten by the Cadbury Trust.

During this time he developed the Bradford University placement programme in the Middle East, enabling students to spend one year with independent Palestinian Arab educational institutions. He decided that the work could not continue indefinitely within the framework of a full time lecturer on leave of absence, so applied in 1978 for appointment as a senior research fellow.

"Informal assurances were given that there were no legal obstacles to prevent the university from extending the fellowship further."

According to Dr Davis Professor James

Two polys face strike over redundancy threat

by David Jobbing

Two polytechnics threatened with redundancies are facing official strike action.

Lecturers at Hatfield are voting on plans for a half-day strike later this month to coincide with Hertfordshire education committee's discussions on a £1.5m cut in the polytechnic's budget which their union believes could mean 55 redundancies.

Backing from the national executive of the National Association of Teachers in Further and Higher Education has also been given to contingency plans for a four-day "withdrawal of labour" at North East London Polytechnic, where up to 41 compulsory redundancies are possible.

The executive also instructed its members at NELP not to cooperate with redundancy selection procedures.

NELP management has backed away from its planned timetable and agreed to postpone its decision on how many lecturers are to be sacked by about three weeks.

Following a meeting between the representatives of governors and the joint education committee, who between them share the responsibility of employers, and the officials last week, the final decision will be taken by governors on April 30 and a proposed joint education committee on May 20, 19 days later than originally planned.

"This revised schedule is to allow a greater opportunity to examine ways of minimizing the number of compulsory redundancies," a polytechnic spokesman said.

Despite a compromise reached by a committee of governors last week, the burden of job losses is still likely to fall most heavily on the arts, humanities and social sciences.

Consultations with staff have been continuing this week with union officials hopeful that some development could be expected by the end of it.

A discussion document compiled by sociology staff led by head of department Mr Mike Rustin says: "The academic biases visible last year are still strongly in evidence."

The paper, being circulated widely in the polytechnic, says: "Little attention seems to have been given to the likelihood of injustice to individuals nor to the serious implications of this proposal for academic tenure."

"This should be given to the human anxieties which this situation has widely caused... The process of 'naming names' must be destructive for everyone in an institution which has liked to think of itself as a community. The displacement of the polytechnic's energies in this way has become a serious problem, worsening its position relative to other institutions and threatening its viability in future."

Admitting "considerable weakness" from continued efforts in academic development, the signatories add: "Good educational institutions simply cannot be built up or maintained in this climate."

Another proposal from Mr David Mann,



Moderate wins union vote

A leading moderate has won the electoral vote for a crucial job in the college and polytechnic lecturers' union.

Mr Chris Minto (above) ran as a politically non-aligned candidate in the ballot for vice-president of the National Association of Teachers in Further and Higher Education. He takes up the position at the close of the union's May conference and will become president in 1982.

But he emerged the winner only after three rounds in the election, administered by the Electoral Reform Society.

The extreme left can take some satisfaction from their lead in the first round. The Rank and File candidate, Mr Len Arthur, came top with Mr Minto in third place. The fourth candidate, Mr Cecil Robinson, dropped out, and when his second preference votes were distributed Mr Arthur was pushed into third place.

In the final round Mr Minto secured a narrow majority of 36 over Mr Ray Grace, northern regional secretary and like Mr Minto a member of the national executive. The final vote was 5,692 to 5,656.

The poll was low, with less than 18 per cent of the union's 73,000 members voting. Both Mr Arthur and Mr Grace also contested the 1980 election.

Mr Minto is secretary of the north west region and is head of Bolton Technical College's physical education and recreation unit.

"It has always been my view a union should not be tied to a political party," he said. "If one is to represent one's members, who are in all political parties, one should as far as one can not align oneself with one ideology or party policy."

He agreed that about a year ago he had been briefly associated with a Conservative trade union group.

Fees aid fund fails to satisfy overseas critics

by John O'Leary

Moves by the Government to increase the number of scholarships available to overseas students from developing countries have failed to stem mounting fears about the effects of its fees policy.

Mr Douglas Hurd, Minister of State at the Foreign and Commonwealth Office, announced last week that sufficient aid funds would be allocated to restore the number of new awards under bilateral agreements to the levels of 1978 and 1979.

He also repeated the Government's commitment to expand the Fee Support Scheme, for university postgraduates, by up to 300 places. The measures will bring the Overseas Development Administration's spending on students and trainees to £42m, compared with £34m this year.

But the measures were described as a drop in the ocean this week, as new estimates put the decline in overseas recruitment at as high as 30 per cent by 1983. Such calculations were supported by a threat from the Malaysian minister of education, Mr Dato Musa Hitam, to boycott British courses and send its 5,000 students elsewhere.

The Malaysian High Commission in London said that no decision had yet been taken, but Mr Hitam was quoted in Kuala Lumpur as saying he had lost all hope of the British Government according to the appeals of foreign students. He has been an outspoken critic of full-fee fees and has tried twice to persuade Mr Mark Carlisle, Secretary of State for Education, to change his mind.

Malaysia is the sender of the largest number of students to Britain, despite moves

this year to switch partly to Canada and Australia. Ms Fiona Macgarrig, secretary of the National Union of Students, said that whole institutions would be at risk if the students were withdrawn.

She said the Government's new measures were nowhere near enough since NUS research showed that the number of overseas students would drop to 40,000 by 1983, compared with 80,000 in 1979. NUS organised a mass lobby of Parliament this week in protest at the fees policy, as occupations continued at the London School of Economics and University College, London.

Further analysis of enrolments by the United Kingdom Council for Overseas Student Affairs showed that the full impact of higher fees would probably reach higher education by 1982 or 1983. A study by Mr Alan Parker, deputy secretary of UKCOSA, found that numbers had held up reasonably because foreign students already in Britain on further education courses carried on into higher education. The decline in recruitment to non-advanced courses would take two years to work through the system.

Now UKCOSA has called for a "large and flexible scheme of fee awards" similar to the one introduced in 1967, when differential fees for overseas students were first introduced.

The vice-chancellors and principals' overseas research students committee, in its annual report, declared itself satisfied with the first year of the Fee Support Scheme, given the tight timetable in which it operated. 561 awards were made from about 1,000 applicants.

CBI warns of high costs

Any changes to make employers pay the full economic cost of mid-career refresher courses in universities and colleges would lead to an immediate drop in enrolments, the Confederation of British Industry has warned.

Employers would not be able to afford the fees, the CBI says in response to the Department of Education and Science's discussion paper on the need for more short retraining programmes.

The CBI's criticism is the latest in a long line of objections from education and industry to the funding methods recommended in the document. It points out that the proposals to make courses self-financing would involve a radical departure from the current pattern of funding. This is based on a combination of marginal costs, pump-priming grants and what the market can bear.

"Indeed, we believe that the proposed move towards full economic fees in post-experience education is extremely difficult to justify in principle, particularly at the present time of economic stringency," the CBI says.

"This is essentially because the immediate aim of the Government's economic policies is to promote industrial and thereby national recovery which depends in part on an adequate and continuing supply of qualified people in all fields."

The CBI recommends the setting up of centres of excellence in designated universities and colleges to provide mid-career courses. It also suggests a regional consortia scheme to aid co-operation between institutions.

It says that high priority should be given to ways of closely relating forward planning to the express needs and demands of employers. It also emphasises the need for closer and more regular liaison with educational institutions, but throws doubt on the need for a national information service on educational credit transfer.

BTech plan attacked

Plans to establish a special degree for technician engineers have been attacked by heads of polytechnic engineering departments. At its meeting last week, the committee for engineering at polytechnics criticised the proposal put forward in the report of the national conference on engineering education and training that it be established for technician engineers.

This new degree would cater for students with a standard in mathematics and physics unacceptable for engineering honours courses or the proposed new degrees in BEng suggested by the conference. But Dr Tom Eastop chairman of the committee for engineering at polytechnics, which represents heads of departments, said that many students with poor A levels subsequently proved to be good chartered engineers.

"We would prefer to see a common first two years at universities and polytechnics instead," he added. After that the better students could take BEngs and become chartered engineers, while the remainder could take BSc degrees and become technician engineers.

Dr Eastop also said it was unrealistic of university engineering professors to expect that all engineering courses would be transformed into the new four-year courses proposed by the conference report. Instead the polytechnic engineering heads believed that only about a quarter of existing courses should become the new longer BEng courses, involving some polytechnic students in a further two to three terms education.

"I think we are being more realistic than university engineering heads, because it seems clear that some students are just not able to take advantage of longer courses," he added.

The funds to increase the length of polytechnic courses would require earmarking of funds, Dr Eastop argued and added that the proposed national body for polytechnics would make it easier to bring this about.

Olga Wojtas reports on the Scottish AUT council meeting in Stirling

Student loans 'will hit working class' Progress on part-timers reported

The prospect of student loans was sharply criticised as a move which would discourage pupils from manual worker backgrounds coming to university.

Mr William Ross (Glasgow) said it was short sighted to think that pupils merely lacked opportunity; they also lacked motivation. "The people were losing at school level tend to wonder what our value is. We must finance these people to stay at school and make sure they're not going to be lumbered with loans when they come to university."

Professor William Wallace of Glasgow added that falling school rolls would help, in that teachers would put pressure on youngsters to stay on at school.

Council passed a motion that AUTS work with other education unions to expand higher and further education among minority groups such as racial minorities, women, and people from manual worker backgrounds, and that government enable the Scottish universities to meet the immediate demand from school leavers, while encouraging greater participation in higher education. Dr Norman Pocock (Strathclyde), pointed out that although these groups were referred to as minorities, that was only as far as universities were concerned; they were the majority of people in the country.

Dr Jennifer Birkett (Dundee) proposed the motion, said many pupils from working

class backgrounds either did not stay on to take Higners or did not see further or higher education as a sensible next step.

Universities should therefore undertake liaison work in schools which did not traditionally send students to university.

Dr Birkett said it was pleasing to report that women were now 40 per cent of the student population, although they must be encouraged to stay on beyond the undergraduate level, and also to diversify into science and science related subjects.

"Given the tendency to fill a lot of places in industry with graduates, the universities' recruitment pattern is reinforcing social inequalities," said Dr Birkett.

Dr Jennifer Birkett (Dundee) proposed the motion, said many pupils from working

Council moved that the Government, given the weakness of industry in Scotland, should be asked to make additional funds available both to industry and educational institutions for the training of engineering students.

Support grants, given at present by the Scottish Education Department to central institutions and further education colleges, should be extended to the Scottish universities, and the Government should put pressure on engineering employers in the single sector to send more students to Scottish institutions.

Dr Robert said that the AUTS must convince the Scottish education group.

Dr Henry Sefton vice-chairman of AUTS said it was quite a mystery how the "full cost" fees for overseas students had been arrived at, and they seemed to be purely arbitrary.

"Laborers first introduced the discriminatory fees, and we must start working now to convince them before their return to office that reduction in overseas student numbers is quite unacceptable."

Stirling is the only university in Scotland which has made any significant progress in part time degrees.

Three members of council have been delegated to prepare a report on the provision for part time degrees. Edinburgh has not replied to their questionnaire, but of those which had, Aberdeen, Dundee, Strathclyde and St Andrews made no provision, although Dundee had accepted the principle of part time certificates in continuing education which might form the basis for part time degrees.

Glasgow offered them in science and divinity, although it was pointed out that as yet there were no science students. Heriot Watt's proposed degrees would begin next session.

Stirling already offers a general BA/BSc in all areas which normally takes five years, and has recently established a part time degree in educational studies, which is not a professional training, and is not offered on the normal structure of attending some classes and tutorials with full time students, but is taught on two evenings a week.

Dr Roderick Lyall of Glasgow said it was one thing to achieve a modification in regulations for entry, but quite another to consider a longer teaching day to accommodate part time students. This has very serious resource implications, because if the universities were to court a new student market, and generate a new demand, there would have to be an increase of staff and resources.

The alternative, if adequate resources were not pumped in, had serious trade union implications - it should not simply be the case that present staff taught for longer hours.

Lecturer training faces cutbacks

The AUTS found itself in complete agreement with the National Union of Students over the need to train academic staff. The Scottish universities had various training schemes, but did not report that those which existed were in considerable danger because of cutbacks. There were warnings that there was not enough co-ordination between the universities over training and

that existing staff as well as incoming staff must be encouraged to attend training courses, even if that involved travelling to another institution.

It was felt that lack of such schemes would not encourage students to come to university at a time when universities were trying to tap new markets and attract groups which were at present under-represented.

North American news

Maths study centre arouses controversy

from Clive Cookson

WASHINGTON

The National Science Foundation is close to making a controversial decision to establish two national institutes for mathematical research. According to reports leaking out of the American mathematics community, one is to be at the University of California, Berkeley, and the other at the University of Minnesota in Minneapolis.

Proposals to set up an institute where mathematicians, young and old, could go to spend a few months or years concentrating on their research, unencumbered by teaching and other university commitments, has been discussed in the United States for more than ten years. The NSF became seriously involved in the idea in 1976.

Many mathematicians - particularly senior professors who spent time at Princeton's Institute for Advanced Study 30 or 40 years ago - are strongly in favour. But their campaign to push the proposal through the NSF bureaucracy also aroused vehement opposition - described by a writer in *Science* two years ago as a "crusade against the national science foundation" - from other eminent mathematicians.

The opponents' main worry was that the institute's running costs - at least \$2m a year - would reduce federal support for mathematical research elsewhere. This year the NSF will spend a total of about \$28m on mathematical sciences. There was particular concern that young mathematicians would find it more difficult to obtain grants.

Other objections to the institute were that it would "dilute" and would centralise mathematical research.

Attempting to compromise between the two sides, the NSF set up two separate

panels of senior mathematicians from Universities and industry. One reviewed proposals to set up a mathematics research institute - the NSF received ten proposals from universities - and the other reviewed what a foundation official described as "other alternative modes of support" for mathematical research, such as new forms of postdoctoral grants.

Both panels have now made their recommendations, the first recommending not one but two research institutes, at Berkeley and Minnesota. They are currently being compared by a third advisory panel of outside mathematicians. It will soon make a report to the NSF mathematics section, which will consider its budgetary implications and send it on to the National Science Board, the foundation's governing body, for a final decision.

Although the third panel also likes the Berkeley and Minneapolis proposals, endorsement by the board cannot be a foregone conclusion, especially in view of current budgetary uncertainties. "I would expect a final decision to be made in a matter of months," said an NSF spokesman.

The proposed institute at Berkeley will cover all areas of maths, pure and applied. With an estimated budget of \$1.5m a year it will support up to 50 senior and junior scholars on temporary fellowships from a few months to a couple of years. Only the administrative staff will have permanent appointments.

The University of Minnesota Institute in Minneapolis will concentrate more on applied mathematics, bringing in Mathematicians and scientists from universities and industry to work together on problems. The university has requested \$800,000 in first year funding.

Campuses vote on bargaining

from our north American editor



Mr David Saxton, confident.

Faculty at the Santa Cruz campus of the University of California have voted for collective bargaining making it the first university group to do so since state law was changed in 1979 to allow unionisation in public colleges and universities. However academics at the much larger Los Angeles campus reject bargaining by a narrow margin.

The Santa Cruz faculty association, which is affiliated with the American Association of University Professors, received 109 votes, while 91 voted for "no representation". Just over two thirds of eligible faculty members took part in the ballot.

While this is not an outcome we sought, the faculty exercised its rights under the law and the university is committed to working with the Santa Cruz faculty association," said University of California vice-president Archie Kleingartner.

The association will be the exclusive bargaining agent to meet and confer with the administration on pay, hours and working conditions that are decided at the campus level. In addition it will have the right to "consult" the University of California administration on matters that are decided at the system wide level. Since none of the eight other campuses have voted for bargaining, the Santa Cruz faculty association will be the only one involved in system wide consultation, which could arouse jealousy elsewhere.

In the postal ballot at the University of California, Los Angeles, 824 faculty

members voted against representation and 780 supported the UCLA faculty association. Again, slightly more than two thirds of eligible academics took part in the vote.

"I am pleased by the results of the UCLA election," said UC president David Saxton. "Although it is clear the faculty have some real concerns, I believe the vote demonstrates that there is confidence in the present method of shared governance of the university, just as the earlier vote at Berkeley did."

Berkeley rejected collective bargaining

by a 532-477 vote last summer.

The UCLA ballot was the second on the campus. When the faculty first voted in November, 688 opted for no representation, 625 for the faculty association, which is not affiliated with the AAUP or any national organisation, and 216 for the American Federation of Teachers.

The lack of a majority then made a second run-off election necessary. The outcome was a disappointment for the faculty association, which had hoped the more supporters of the AFT would come over to their cause rather than switch to "no representation."

In the California State University and Colleges (CSUC), the state's second tier of public higher education, collective bargaining will be decided on a system-wide vote, not on a campus by campus basis. Most outside observers expect CSUC faculty to unionize, though few are willing to say whether the winner will be the United Professors of California (affiliated with the AFT) or the Congress of Faculty Associations (a coalition of the AAUP, National Education Association and California State Employees Association). But some trustees still believe a majority will vote against representation.

The election at the CSUC is expected to take place later this year, after the state's public employee relations board has ruled on the controversial question of the composition of the bargaining unit. The UIC wants a single unit for everyone, while the CFA prefers to have separate units for full-time and part-time faculty and other professional staff.

Union membership expands to meet challenge

The Professional Staff Congress, the union representing 10,000 full-time and 4,000 part-time faculty at the City University of New York, has affiliated with the American Association of University Professors.

It becomes the largest chapter of the AAUP, adding substantially to the organisation's previous membership total of 70,000 including 22,000 who are in "united" chapters with collective bargaining contracts.

The congress will also retain its current affiliation with the American Federation of Teachers. That makes it the second group to have dual affiliation with the AAUP and AFT; the other is the Association of Pennsylvania State College and university faculty with 3,800 members. A third group, the University of Hawaii Professional Assembly, is affiliated both with the AAUP and with the National Education Association, the AFT's great rival.

Irwin Pollshook, the PSC president, said his members decided to join the American Association of University Professors too "primarily to foster unity in higher education and to protect academic freedom and tenure during what I anticipate will be an unprecedented decade of challenge during the 1980s." Because the City University of New York (CUNY) is a large and well-

known institution, and the PSC is, by the standards of American faculty unions, exceptionally powerful, Mr Pollshook expects his organisation's dual affiliation to set the lead for a unification of the academic profession.

Over the past decade the three national organisations, the AAUP, AFT and NEA, have been competing - sometimes very fiercely - for the right to organize university faculty, and the current scorecard puts the AFT ahead among four year colleges and universities with 43,000 members in its unionized affiliates, followed by 22,000 for the AAUP and 13,000 for the NEA. In terms of separate bargaining units, the AAUP leads with 46, AFT has 32 and NEA 29. The two year (community college) sector has been carved up between the NEA and AFT whose origins and real strengths are in elementary and secondary schools and the AAUP has made little progress. However, most college and university faculty remain unorganised by any of the three.

Mr Pollshook sees the AAUP and AFT as complementary organisations, despite their current rivalry over collective bargaining, they represent very different traditions. The AFT has always been a straightforward labour union originally and still pre-

dominantly for schoolteachers, affiliated with the AFL-CIO, the American equivalent of Britain's TUC. The AAUP, on the other hand, was a professional academic organisation until it decided in 1972 to compete with the NEA and AFT in the arena of collective bargaining, and three quarters of its funds are still spent on non union activities, notably the defence of academic freedom and tenure throughout American higher education.

Steven Finner, acting director of collective bargaining for the AAUP, said the dual affiliation at CUNY should not be taken as a sign that the association was leaning towards a general alliance with the AFT. He pointed to the fact that in California the AFT is competing for bargaining rights in the California State University and Colleges (CSUC) system, the second tier of public higher education in the state, against a coalition of the NEA, AAUP and California state employees Association (known as the Congress of Faculty Associations).

Faculty members at CUNY will not have to pay higher dues as a result of the dual affiliation. Mr Pollshook said the AFT and AAUP national organisations had agreed to charge PSC members less than their full fees. PSC dues will continue to be paid at about 1 per cent of the average CUNY salary; this year they are \$240 per person.

Former students face federal crackdown on loans

The government has launched a new crackdown on former students who default on their federal loans. It started when a US attorney in Ohio filed 501 lawsuits in Columbus, Dayton and Cincinnati to recover \$660,000 in loans that should have been paid back to the government.

The attorney, James Cissell, said the total default on the National Direct Student Loan (NDSL) programme in his district of South Ohio was \$23.6m, and the national figure was \$73.2m - four times the total amount stolen in all robberies in the United States. The average sum owed by defaulters is nearly \$1,000.

Although Mr Cissell feels particularly strongly about defaults, he is responding to a national policy by the federal Justice Department to take more vigorous action against borrowers who do not pay back the money they owe the government. US attorneys in Detroit, Cleveland and Milwaukee are also pursuing aggressive campaigns against defaulters, including more use of computers to track them down.

Under the NDSL programme the government gives money directly to colleges and universities to lend to needy students

which is interest free until they leave and then repayable at 4 per cent per annum over ten years. The default rate has fallen slightly, from 17.4 per cent in 1978 to 16 per cent in 1979, according to the Education Department, but it is still well above the rate on the other federal loan programme, the Guaranteed Student Loan (GSL), which subsidises lending to students by banks and other private institutions. About 12 per cent of GSL borrowers are in default.

According to Mr Cissell and other US attorneys in districts with high default rates, borrowers who chose not to repay their debts could be virtually certain of escaping prosecution until about three years ago. Colleges and universities were very reluctant to chase defaulters, and federal agents did not have the funds or computers to do it for them.

Academic officials who fell to go after their graduates who default often feel sorry for them and assume that they are destitute, which is usually far from the truth, according to Mr Cissell. He said he had tracked them down to sheriff's and police departments, newspapers and television stations, and many other high paying employers.

Cheats still with us after 20 years

All that barking back to the good old days when students were honest is not based on reality, according to an unusual survey at Stanford University. The level of cheating there has not changed significantly over the past two decades.

Identical questionnaires were given to a random sample of 1,000 undergraduates in 1961, 1976 and November 1980 about 19 different acts, ranging from "padding" a few lines in a bibliography to taking an exam for another student.

The lack of change over almost 20 years is striking, said Sally Cole, research director in Stanford's student affairs office.

Asked how the respondents admitted to at least one act of dishonesty since coming to college, but most cases were relatively minor. The most frequent "offences" in the 1980 survey were copying a few sentences of material without acknowledging it in the paper (77 per cent) and copying answers from a book or other source instead of doing independent work (26 per cent).

The overwhelming majority of Stanford

students admitted to at least one or two minor lapses, if any, over four years," said Ms Cole. "Many students, however, appear to believe in a reality of 'a lot of cheating' - a reality that no data support and I don't believe exists."

"The false idea that serious cheating is widespread is created by several factors, she said, including newspaper and television coverage of cheating scandals, and acceptance of the equation that "intense competition plus intense ambition equals temptations to cheat equals cheating."

But the survey shows that "in general students see little cheating and few are personally aware of others cheating." Three-quarters said they had never seen another student cheating. Only 9 per cent had ever been asked by an examiner to graduate for help during an exam - compared to 22 per cent in 1976. It is tempting to attribute the sharp drop in this particular symptom of dishonesty to the well-publicised growth of individual ambition and decline in cooperative spirit among today's students.

Asked what they would do if they saw another student cheat on an exam, only a quarter of the Stanford respondents said they would ignore it. Nine per cent would report the offender to the university authorities, and 10 per cent would ask the student to own up and report them if they failed to. Four years ago the corresponding figures were 5 per cent and 3 per cent. The most popular course of action (36 per cent) would be to express disapproval to the cheater but not tell anyone else.

So, unless today's students are more willing to lie on questionnaires, their integrity seems to match up well to previous generations of undergraduates, at least at one major American university.

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College applications increase

American colleges and universities can look forward to a bumper intake of freshmen next autumn, according to a national survey of applications for admission. Overall applications for places at four-year colleges and universities at the end of December were running 13 per cent ahead of the number recorded a year earlier.

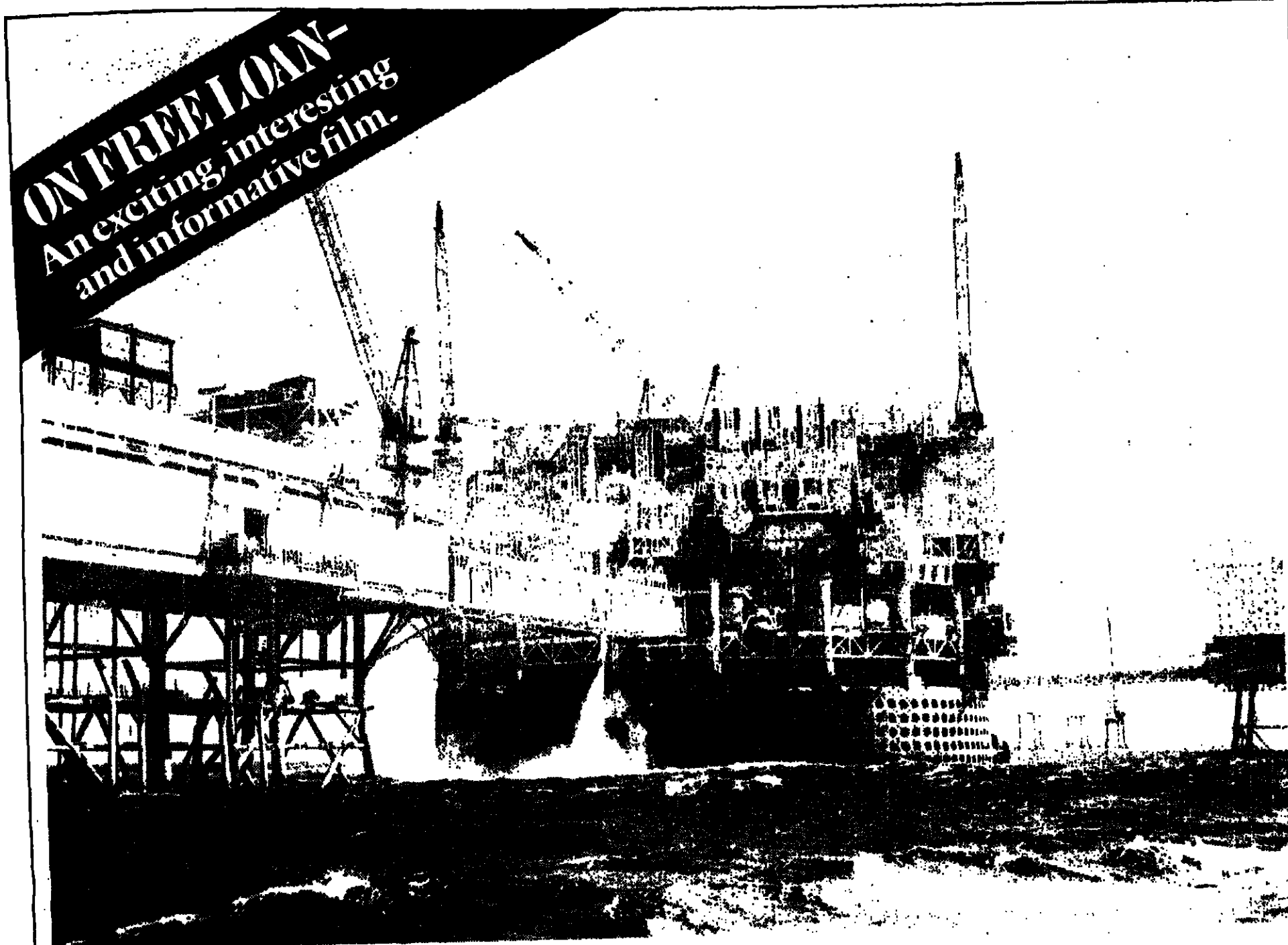
The survey, conducted for the *Chronicle of Higher Education* by John Minter Associates, showed that the boom is concentrated in public institutions, where applications were 16 per cent up. Private colleges and universities reported a 7 per cent increase. The disparity may reflect the fact that tuition fees are not only much lower at the public institutions but also increasing less rapidly in most states than in the private sector.

Unless something happens to put off the extra applicants before they actually enrol in the autumn, student numbers will reach another all-time high in 1981/82. This year's enrolment is a record 12 million, according to the National Center for Edu-

cation Statistics, that is about 3 per cent up on 1979/80.

Freshman intake is continuing to increase even though the number of 18-year-old Americans this year is down by 5.4 per cent from the peak of 4.3 million in 1979. The most common explanation for the enrolment growth is that a higher proportion of the college-age population is deciding to participate in higher education because there are fewer attractive jobs for school-leavers. Another factor may be more intensive recruiting of potential students by colleges and universities.

However, higher education spokesmen are worried that many of these applicants will not actually enroll if Congress accepts President Reagan's proposal to cut federal student grants and loans by about one fifth. Representatives of the American Council on Education and other organisations told the House of Representatives subcommittee on postsecondary education that enrolment could fall by 750,000 to another 750,000 students might be forced to change plans and attend less expensive institutions.



Ekofisk... One of a kind

Announcing a new, 30-minute, 16 mm colour film featuring one of the largest, most complex offshore oil developments in the world.

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...the film itself was rather good and refreshingly unusual for North Sea oil films. It is a genuine and successful attempt to examine life on an oil platform - with a range of nationalities telling (in English) their own likes, dislikes, pleasures and fears in this extraordinary life-style. For me, it is the first time I have really begun to understand the real atmosphere on a platform and the feeling of a very different community whose life is not divided into night and day but into work and shore leave.

Financial Times

For a free loan of Ekofisk... One of a Kind please write giving details of when you require the film, the audience and mailing information, to



Phillips Petroleum Film Library,
15 Beaconsfield Road,
London NW10 2LE
Telephone 01-451 1127

Overseas news

Decade of standstill forecast

from Donald Fields

HELSINKI

The Finnish government foresees a virtual standstill in the development of higher education in this decade. In a programme approved for 1981 to 1986 the number of places available for first year students will rise barely perceptibly from 12,050 to 12,320, a figure that includes centres of pedagogy, industrial design, music, drama and officer-training outside the main university development plan, the total undergraduate population will remain at a constant 75,000 to 80,000.

After 1985 the total numbers in the relevant age bracket will fall off sharply, so that any further commitment to maintain the present student intake will mean that aspirants will stand a better chance of university entry. Until 1986 the proportion of school pupils taking the final matriculation examination will oscillate gently between 38.7 and 40.4 per cent.

Recruitment task force

from Lindsay Thyges

WELLINGTON

A two-man task force from Victoria University of Wellington will arrive in London this month on a whirlwind recruitment drive to fill vacant posts in accountancy and administration.

Professor Graeme Fogelberg and Professor Ian Eggleston plan to use London as their base between March 27 and April 7 while they scout around for likely candidates, using the New Zealand lifestyle, greater career prospects and less pressure, among their selling points.

The London stop-over is part of a four-week tour which will take the mission to 38 universities in the UK, Canada and the US.

Letters have been sent in advance to faculty deans, and Professor Fogelberg reported some very encouraging leads. The mission needs to fill 12 positions, including a chair in accountancy and representing in all, about £200,000 in salaries.

The UK universities on their recruitment itinerary include London, Oxford, Birmingham, Glasgow, Dundee, Bradford and Cranfield.

The mission members can be contacted through the Association of Commonwealth Universities while they are in London. Information on prospective applicants will be sent back to Victoria University and processed speedily to try to short-cut the normal appointments procedure.

Although some of the positions Victoria seeks to fill are new, previous experience in trying to fill existing vacancies has convinced the university that further local efforts to find commerce staff would be a waste of time.

Police hold professor

Professor Konrad Loew of Beyreuth University, an expert in political science, was last month held for three days by the Czechoslovak police, allegedly for disseminating Nazi propaganda. Professor Loew categorically denies this charge. During his visit to Prague, he says, he gave away precisely one book - his own work, *Ausbeutung (Exploitation)*. It is a book about the Czechoslovak Academy of Sciences who had indicated that the Federal Republic of Germany was based on the exploitation of the workers.

Professor Loew had been invited to a conference on "The Communist Party of Czechoslovakia" in Prague. At this, he presented a paper in which he said that "Communism" is understood by the leadership of Czechoslovakia and the Soviet Union, but little in common with the theories of Marx. Shortly after delivering this paper he was picked up by the security police.

During his detention, Professor Loew was treated, in his own words, "correctly" by the authorities. When told that his theory, smeared of neo-Naziism, he replied that it was the common view held in the West, and in Germany in particular. After three days he was expelled from Czechoslovakia.

The report prefaces that the ratio of those seeking first degrees to those matriculating will remain unchanged. "The numbers involved in university entrance examinations have each year outstripped the places available by four times," it says. "This has led to pressure to expand the intake, however, apart from some special sectors the labour market has no need for an increase in graduates."

The five-year plan reveals that unknown factors such as whether the Lutheran church will admit female pastors, how school teaching plans will be formulated, and the pace followed in expanding public health services could have a bearing on numbers reading each subject. Also, standards in several faculties could be boosted by changes in the examination system.

In Finland the plan provoked a row within the four-party centre-left government over whether an institute of veterinary science should be moved from Helsinki to Kuopio, 250 miles up country. A decision has been shelved. University location policy espouses the principle of "sufficient student places for the population in various regions", with a channelling of the intake towards areas that have been relatively deprived: Eastern Finland, Lapland, and Vaasa Province on the West Coast.

Planners predict that more people will make use of Open University facilities and post-graduate courses. The proportion of the working population with degrees will increase steadily from its present level of 3 per cent. The target for university teaching staff in 1986 is 6,300, against the present level of 5,800.

The programme calls for a "substantial" increase in the material resources available for university teaching. However, Professor Ernst Palmén, chancellor of Helsinki university, has said that the increase in expenditure envisaged would only suffice to compensate for the severe backlog that had emerged in the past decade.

Technical graduates playing the job field

from John Walsh

DUBLIN

Graduates from technical colleges and other non-university institutes of higher education are doing very well in the job stakes. This is suggested in the first nationwide survey conducted by the National Council for Educational Awards (NCEA).

The technologist sector of higher education has been expanding in recent years and further expansion is envisaged. Most of the graduate students from this sector get their awards from the NCEA which was set up in 1972. A number of colleges, especially in Dublin, still insist on giving their own diplomas and certificates for some courses and they also jealously guard their degree links with the University of Dublin.

The NCEA has, nevertheless, established a good reputation for its awards. To date, it has recognised over 200 courses and made over 12,000 awards in the areas of business studies, secretarial studies, engineering and construction studies, science and para medical studies, art and design, teacher education and social studies. The council is empowered by law to award degrees, but these currently only account for about seven per cent of the awards it makes, diplomas for three year courses, make up about a quarter and the remainder are certificates for one and two year courses.

With increasing concern over the "relevance" of some university courses to modern requirements and the natural anxiety about jobs during a recession, the council's survey has focused favourable attention on the non university sector.

'Language gap' curtails representation

from James Hutchinson

DUBLIN

Professor George Turner, recently elected president of the West German Association of University Vice-Chancellors, claims that Germany is under-represented in European organisations because it suffers from a shortage of specialists who speak foreign languages. In an interview, he forecast that German industry and research would also become short of specialists and be forced to recruit foreign staff.

If Germany was going to have a secure future, said Professor Turner, who has strongly attacked government economists in the university sector, more must be done to ensure that its standards and quality of education are maintained.

What does this mean for the national body? Above all, it will make more acute the managerial conundrum which both the DES and the local authorities have been trying to sort out under the capitation of the pool. That conundrum is how to distribute a sum of money to a large number of colleges which differ in size, aspiration, competence and educational character.

In this respect the universities had a vital role to play, both in the field of research and in the quality of education they provided. "But if we don't have qualified graduates," he added, "industry won't be able to take any. It will look them from abroad". This was a problem for the politicians to solve.

West Germany now has a million students, crammed into 750,000 university places. The student population is expected to increase to around 1.3 million in the next few years, a consequence of the late-1960s birthrate bulge, and the universities will be overcrowded until well into the next decade. "Obviously," said Professor Turner, "under such circumstances it is not always possible to bring the average student through his course in the shortest time."

Professor Turner said that one of the reasons for the excessive length of course was that many people came to university not sufficiently prepared to study, the result of their choice. It often happened that the subject they wished to read was not one of those they had taken to A-level.

The government of Schleswig-Holstein, Germany's most northerly state, is considering lodging a complaint with the Federal Constitutional Court against the state government's economic policy. Schleswig-Holstein argues that the state is university spending in excess of its share of the federal budget.

From mighty Oakes fall the acorns of independence

The Government plans to remove polytechnics and colleges from local authority control and change the face of higher education. But the leaked Cabinet document setting out the plan leaves many big questions unanswered. This week we begin a series in which *THESE* writers fill in some of the gaps. Here PETER DAVID asks how the proposed national body will be able to fund nearly 100 diverse colleges.

The Government's plan to nationalise virtually all maintained higher education is a bold one. It would sever with one stroke the umbilical cord which bound polytechnics and colleges to their maintaining authorities, and which in recent years has threatened to strangle them. So unexpected was Mr Carlisle's decision that local authority leaders understandably feel that they have been duped.

But higher education, it must be said, has always been peripheral to the main concern of local authorities. The real victims of the proposed changes are likely to be the higher education institutions themselves.

If Mr Carlisle succeeds against mounting opposition in pushing legislation rapidly through Parliament and creating a national body to supervise nearly 100 higher education colleges, he will have solved only one part of the complex problems of funding and control which have bedevilled the public sector.

The political battle between big and sophisticated polytechnics on the one hand, and occasionally petty-minded local authorities on the other, will have been ended once and for all. What will not automatically end is the battle between colleges which want to survive, if not to expand, and a national budget designed for contraction of an order hitherto unimaginable.

In the leaked Cabinet document the new national body is charged with the difficult task of drawing up and then implementing a rationalisation plan for the sector of institutions under its control. The context in which this plan will have to be developed was provided this week by the grimmest expenditure White Paper so far published by this Government.

The cuts proposed for higher education were detailed in another leaked document several weeks ago. This showed an unprecedented decline planned in the number of lecturing posts in higher education. One in six posts in public sector colleges would have to disappear by 1984 to meet the new spending targets. Even the champions of centralisation within the polytechnics do not believe that the move to national control will mitigate the impact of these cuts.

Indeed, in the local authorities the colleges will be losing allies of a kind. In the two years since the capping of the pool the local authority associations have successfully negotiated upwards the total amount of money the DES was prepared to allocate for public sector higher education. And individually many local councils have been willing to top up, from their local rates, the financial allocations made by central government.

What does this mean for the national body? Above all, it will make more acute the managerial conundrum which both the DES and the local authorities have been trying to sort out under the capitation of the pool. That conundrum is how to distribute a sum of money to a large number of colleges which differ in size, aspiration, competence and educational character.

In this respect the universities had a vital role to play, both in the field of research and in the quality of education they provided. "But if we don't have qualified graduates," he added, "industry won't be able to take any. It will look them from abroad". This was a problem for the politicians to solve.

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Kinnock promotes a fellow new boy

If it true that the best partnerships run on the interaction of widely divergent personalities and talents, then the arrival of Philip Whitehead in Labour's team of education spokesmen bodes well for the party's future performance in the area.

For in choosing his junior spokesman, Mr Neil Kinnock characteristically avoided the obvious appointments and came up with an interesting, experimental combination. As a relative newcomer to the education scene himself, Mr Kinnock resisted the temptation to recruit experienced lieutenants and banked instead on energetic, talented performers in related fields. Politically, rather than surrounding himself with kindred spirits, Mr Kinnock could almost have been conducting a demonstration of Labour's famous "broad church".

With Mr Frank Field, who would normally be placed in Labour's centre Mr Whitehead completes the spectrum. He admits to being on the right of the party and would not have been surprised to have been left out of Mr Michael Foot's plans, since he did not vote for him as leader.

A Conservative in his student days at Oxford University, Mr Whitehead came over to Labour through opposition to post-war colonialism and has acquired a healthy respect from all sides of the House in his 10 years as an MP. He came to Westminster after a distinguished career as a television producer and has been identified most closely with civil liberties and media issues. He has successfully defended his Derby North seat at three general elections, albeit with an uncomfortably small majority last time, and remains firmly committed to his Peak District roots.

But if his selection was something of a surprise, it should not be assumed that Mr Whitehead is anything but delighted with his new role. Although he had supposed that a Home Office shadow post was the most likely if he was to feature in Mr Foot's list, he relishes the opportunity of making his mark in education.

"I really believe this is the most important job I could have been given," he says. "Education is absolutely vital for the country's prospects and there is a great deal to be done."

He forces no conflict within the new group, despite their philosophical differences, because they are in basic agreement on educational policy. Primary education and integrated provision for the 16-19 age group will be the priorities, as will the convincing of the electorate and the Labour Party itself of the importance of education and the need to put more money into the system. Within the Parliamentary Party at least, Mr Kinnock's broad based selection could prove a master stroke where this is concerned.

Like Mr Kinnock, Mr Whitehead is not impressed with Labour's recent record on education and believes that the party may even lag behind popular opinion in the recognition of its importance. In part, he blames the short tenure of office given to many Labour secretaries of state. Now he would like to see the new team remain together throughout the life of the next Parliament, hopefully in Government.

The time in Opposition will provide valuable experience because he freely admits that he is still forming opinion on what he regards as one of the most complex areas of government. Although he was a member of the party's education group at Westminster, a period as a Workers' Educational Association tutor has been his only direct contact with the world of education since student days.

For the moment, he is prepared to travel the country to see problems at first hand, rather than asserting his authority immediately. At Labour's recent local government conference, for example, he was to be found sitting quietly at the back of a discussion group on education policy, taking no active part in the proceedings. He had not been encouraged to attend the conference, which is a forum for local councillors, but Mr Whitehead arrived unannounced and paid the £7.50 entrance fee to attend as a member of the party.

Similarly, although he regards the 16-19s as the top priority in his field of responsibility, he has not taken over chairmanship of the committee drawing up a report on provision for the age group.

He expects to take up to a year to get to grips fully with his brief on all education from the age of 16 upwards. Since he does not anticipate an election before 1984, that still leaves plenty of time to influence party policy before the manifesto is written.

If, as he hopes, he then finds himself in Elizabeth House, he says he would expect to be "bounced" by civil servants for a similar period. After that, they would see some changes, beginning, perhaps, with an expansion of the DES to take in responsibility for training as well as academic education.

John O'Leary

However, he will chair the parallel inquiry into higher education, which is about to get under way in earnest. It is likely to be a thorough examination of the system. Mr Whitehead has set the party conference of 1982 as his target date for the submission of proposals for new party policy and hopes to have regular meetings in the interim of a group dedicated to the subject.

He sees Labour's policy statement on private education as a model for his own report. Sharing, as he does, Mr Kinnock's profound disapproval of the private system, he is full of admiration for his senior colleague's work on the subject, which has given the party detailed policy where before there was mere rhetoric.

The formulation of realistic policies to which the party can be held when next in office is one of the tasks Mr Whitehead regards as most essential over the next two years. He is particularly happy that Mr Kinnock has taken to spelling out the cost of desirable measures (£2,000m at the last count) and is quite prepared to admit that most measures will not come in overnight.

As such, he is likely to be a steady influence on Mr Kinnock, who has been known to compete with Mr Tony Benn for pledging the swiftest legislation of the next Labour administration. Mr Whitehead would prefer a long-term programme, which allows up to 10 years to see some changes on the statute books.

There are some issues on which he is prepared to commit himself, however, such as the Government's plans for centralised control of public sector higher education. While recognising the inconvenience local control would prove should he find himself at the Department of Education and Science, he is not a centralist by nature. He does not believe the current proposals will be enacted and will oppose them vigorously, while reserving his position on any variant more on the lines proposed by the Oakes Committee.

Nevertheless, he remains dissatisfied with the performance of the polytechnics. In spite of his unbridled admiration for the late Mr Tony Crosland, he believes the binary system to have failed and the polytechnics to have strayed from the role which they were designed to fulfil.

At the same time, he sees the universities (and Oxbridge in particular) as having been untouched. He points out that last month's Commons debate on adult education was the eighth in his time as an MP, while there has been only one on the role of the universities. Notwithstanding his enduring affection for his old college, Mr Whitehead sees Oxford and Cambridge as self-perpetuating elites in harness with the private school system.

As one who "beat the system", reaching Oxford from a working class background and a state education, it would be tempting not to take such a view, especially since he enjoyed his time there. But, although he is far from confident that anything can be done to alter what he regards as an indefensible promotion of privilege, he will be looking for ways.

He would also like to see changes in the system of financing students to broaden the range of courses covered by mandatory grants. Ideally, he would like to see all courses designated mandatory, although his method of finding the necessary money (parental contributions through income tax) has so far proved predictably unpopular with students themselves. Certainly, he will be an outspoken critic of the present Government's policies. He foresees the virtual disappearance of discretionary awards and endowments, anything likely to do more damage to an already unacceptably low age participation rate, as he believes a loans system would.

Another immediate priority would be the revival of adult education, which Mr Whitehead considers "on the verge of extinction" in some parts of the country. At a time of high unemployment, he would wish to see more money, not less, put into both vocational and non-vocational provision.

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David Jobbins reports on the health service debate on training the remedial professions

A paramedical degree of moderation

Of all the debates about the introduction of degree studies for vocational training, that in the paramedical professions has been the most intense.

The question is one of a number of issues causing considerable dissent among the professions with their statutory umbrella body, the Council for Professions Supplementary to Medicine.

The council was set up in 1960 to oversee registration and discipline for eight largely remedial professions working in the health service: physiotherapists, radiographers, chiropodists, occupational therapists, dietitians, medical laboratory scientific officers, orthoptists and remedial gymnasts. Under the council are eight boards, varying in size and in part elected by the registered members of the profession.

Late in 1979 the question of degree studies sparked off a considerable row and the council was accused of empire building when it published a working party report on education and training for the 1980s. The working party suggested investigation of degree studies leading to two tier qualifications similar to state registration and enrollment in nursing. It recommended transferring training schools now in the National Health Service to the polytechnics.

Of the eight professions, only a handful have vocational degree courses, although many operate diploma courses often through schools located within the National Health Service.

Two main arguments were extended to suggest the professions should consider aiming for graduate status. It was becoming apparent that recruitment could only be maintained through the decline in the number of school leavers in the late 1980s by offering the opportunity of degree training.

In the marketplace for student places, the working party felt that the professions should ensure they were able to maintain the required level of new recruits from among the declining pool of suitably qualified high calibre school leavers.

Diploma qualifications were felt not to be a sufficient draw enough recruits to match the expansion of the professions expected to follow the demands of an increasingly elderly society.

A second, possibly more major point was the change in the nature of some of the professions requiring the establishment of a sound base for future research. A degree was felt to be an indication of research aptitude.

The Chartered Society of Physiotherapists, already moving towards graduate entry, despite the reservations expressed

last year by the Minister of State for Health, Dr Gerard Vaughan.

Its decision, reached independently of the council, was the result of much internal agonising with leading members of the profession expressing serious reservations.

Only one degree course in physiotherapy is currently offered in the United Kingdom—at Ulster Polytechnic. Recently converted from an ordinary to an honours degree, it produced its first graduates last year.

Professor Roger Ellis, head of the Polytechnic's school of health sciences and chairman of the CNA's health and medical services board, explained that the main reason for the change was to enhance students' research capabilities. Students are well qualified, with an average of two A grades at A level, and must come from Northern Ireland.

A convinced supporter of training the remedial professions within the education system, Professor Ellis believes that, apart from the inability of the professions to make up their minds, the principle reason for the slow pace of development over the years has been opposition from the medical profession.

He feels that at the heart of the matter is professional jealousy of doctors as with their claim to a monopoly in diagnosis, with the therapists supplying specialist expertise later.

"This is not just a question of a few malign individuals, but a convinced view of the medical profession of the way medicine is organised. The professions supplementary to medicine are regarded as a technical service and until you start producing groups with a capacity to take control of their own destiny, evaluating their own treatment and becoming more confident in diagnosis, the point is not proved," said Professor Ellis.

Already among students at Ulster he detects the early signs of research expertise which could further the physiotherapists' case. "This year some 30 students are doing honours projects and the quality is quite outstanding. They have taken aspects of treatment and researched them thoroughly."

"As honours undergraduates they are already making a contribution to knowledge. Clearly many of them will continue to do post graduate work," he said.

The second physiotherapy degree on offer is likely to start in September, jointly run by North-East London Polytechnic and the School of Physiotherapy at the London Hospital.

Still subject to final approval by the CNA, it too is expected to be a four year



Physiotherapy at work.

honours degree, with clinical and academic studies closely integrated. Interest is said to be high, mainly from young women although a growing number of men are seeking to become physiotherapists and there are hopes that the possibility of a degree course will attract more.

Miss Joan Piercy, head of the school and organiser designate of the course, said: "Physiotherapy has changed and physiotherapists are more responsible for advising on treatment and undertaking treatment in the community. Administratively and managerially the physiotherapist is also asked to do more."

"There is also bound to be more research work, and we hope it will lead to an improved service."

Prior to its policy decision in favour of moving towards an all graduate profession, physiotherapists had lapsed with the possibility of a percentage with degrees, but were concerned at the notion of a two tier profession.

Many applicants for places on existing

diploma courses have A levels good enough for university entrance in some other subject, and the society eventually made its decision.

Its policy document, issued about a year ago, predicted a short fall of recruits in the 1990s and said: "If this situation coincides with an upturn in the economy there will be competition for school leavers who, with the educational qualifications required for physiotherapy, will expect to obtain a degree. Unless physiotherapy is able to provide that degree they will be attracted to the vast range of available subjects, far less useful to society, which will give them that opportunity."

The society expressed determined opposition to a two tier profession with graduates and diplomates.

"Provided that degree courses are developed as fully integrated vocational courses with the complete integration of academic knowledge and methods with professional theory and practice, there will be very little danger of graduates assuming a supervisory non clinical role. However

this is very likely to happen if a two tier system were allowed to emerge."

Seeking to counter one of the main fears within the profession, the society said that the number of graduates likely to be produced was so small that no threat would be posed in the near future to the career opportunities of existing practitioners.

Neither the British Dietetic Association nor the British Orthoptic Society, both of whom welcome degree courses, supported the idea of a two tier profession.

At a conference last year Miss P. L. Humpherson of the BDA said that a lower tier "state enrolled" dietitian would be unnecessary as caterers and clerical staff were quite adequate to cope with matters not requiring the direct attention of a dietitian.

At Ulster there are long standing plans to convert a diploma in occupational therapy into a degree course. The hurdles of medical objections are greater in this case, perhaps because occupational therapy is perceived a notch or two down the pecking order.

The polytechnic is hoping for approval for the change from the Department of Education and Science in the next six months before moving on to tackle the CNA. The British Association of Occupational Therapists has yet to state firmly what its views on the general issue are, but a practical problem arises because 60 per cent of courses are in private schools which, while perfectly equipped to deal with diplomas, might run into difficulties with the CNA if they turned to degree studies.

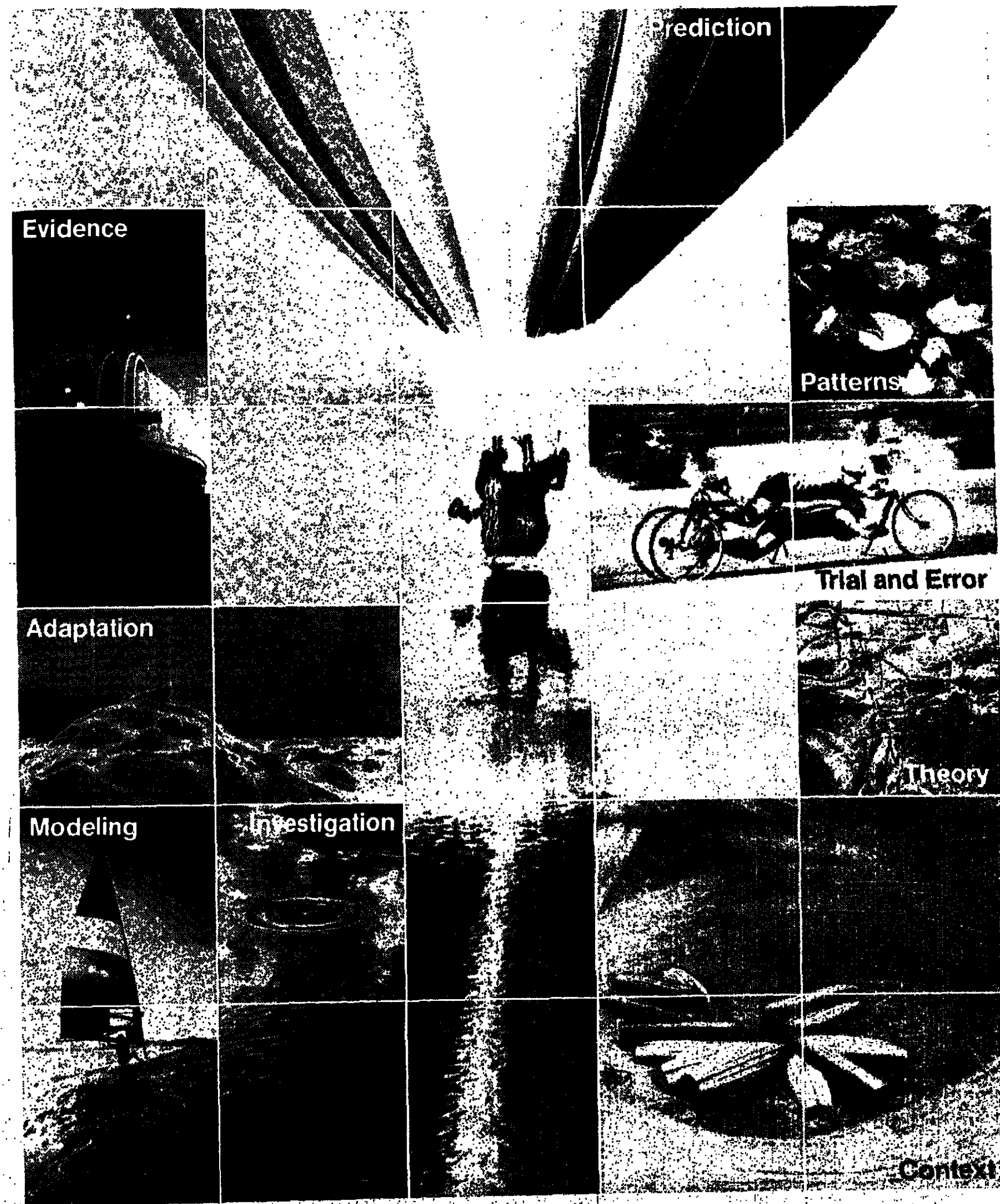
The other professions are equally unclear on their views. The Institute of Medical Laboratory Sciences has yet to comment on the working party report, and although it has had partial graduate entry for 30 years is not sure how helpful its experience is for the other professions.

The Society of Remedial Gymnasts has declared itself opposed to an all graduate profession and at the conference mentioned above its spokesman warned that such plans should be made for the right reasons—a proven need must be established and the proportions carefully worked out.

Such a lack of unity is not surprising given the different natures and interests of the eight professions. The only united view that emerged was that the CPM should confine itself strictly to its statutory duties and not venture into policy making in areas such as education and training.

This disunity was a paramount reason given by Sir Norman Lindop, chairman of the CPM and director of Hatfield Polytechnic, for his call for a thorough review of the paramedical professions.

The Royal Commission on the Health Service had said CPM was not the best body to carry out this inquiry, although it accepted the need for one. "Added to all this is the current debate sparked off by the CPM discussion document which does indicate there should be a vigorous and public examination of the future of the council and its boards, and of the professions' attitude to manpower supply and training priorities for the 1980s," Sir Norman said.



Evidence

Adaptation

Modeling

Investigation

Prediction

Patterns

Trial and Error

Theory

Context

Nehru's crumbling dream

Paul Flather looks at India's model university in the final article of a three-part series

ironies of the British Raj that in codifying and organizing Indian government the British inadvertently realised some of the rigidity of the ancient caste system.

The Indian government has tackled the problem by positive discrimination, proposing quotas for all higher education institutions but this has not worked. The Gujarat riots are only the latest protests. The problem is both the entrenched opposition of all the higher castes who feel their power and status being eroded, as well as charges that discrimination means low standards. The JNU case in America revealed all the difficulties of a quota system.

JNU has tried to tackle the dilemma head on. First the university has doubled the national guidelines so that up to 20 per cent of all JNU places are reserved for scheduled tribes and castes. Secondly, JNU awards extra entrance marks to disadvantaged students. Candidates receive 40 per cent of their marks for an oral exam, 20 per cent for a written exam, 20 per cent goes on a student's academic record, and 20 per cent for "deprivation". These marks are only for students from backward and hilly areas, students whose parents are on very low incomes, and those who are the first generation of their family to enter higher education. This means rich, well educated candidates from urban centres can only score a maximum of 80 per cent.

It is perhaps surprising that, for all these efforts, most people remain highly critical of JNU, and the most common charge is that it is a university "run by the elite for the elite". It is difficult to assess the JNU entrance system. The high drop-out rate among the lower classes in secondary school stage means that students will come from higher income and class groups. Figures are not available, but while JNU is more diligent than most on the question of caste, the majority of students on campus are Western orientated and from good backgrounds.

There are probably two main sources for the elitist charges. First JNU has excellent resources by Indian standards. The library is very good, fellowships well paid, the staff-student ratio of about 1:9 is very high, hostels are good, and there is lots of spare in the early days JNU got £10-2m for buildings, which provoked many elites to ask why the country needed such an elite memorial when the vast majority of people were still illiterate. It also fed allegations of

corruption which still abound today. Several inquiries have produced inconclusive results.

The campus buildings are spread over 1,000 acres of forest and scrub land. A rectangular driveway "down" campus leads to a large main hall, canteen, lecture rooms and administration blocks. "Up" campus there are the hostels and residential blocks for university staff. With all roads seemingly leading to a small coffee stall not far from a bus stop and the Women's hostel.

There are 3,200 students, 2,000 living on campus, all postgraduates except in the school of languages which has 1,500 students. There are 1,000 students in the social science school, 300 in international studies. The buildings of the other schools, life sciences, environmental sciences, computer sciences, and creative arts, are still not complete.

The second source for charges of elitism has been JNU's pronounced leftist reputation. It is not altogether clear how it developed, but everyone agrees that leading Marxist academics have gravitated to JNU. Two out of three students and staff are said to be left-wing, and their views are not hidden. While the academics churn out books providing differing Marxist interpretations, the students discuss politics at every opportunity. The university walls are covered with campaign posters, and even the swimming pool is an issue, left empty because it would be offensive to waste

water when there are so many shortages.

Students have been involved in university administration since it was set up, and twice the campus has been closed because of student agitation. In 1973 they were right to half the seats on all course committees. Then in 1977 when Mrs Gandhi lost the general election, students took over the campus with the Student Federation of India, the student wing of the Communist Party of India (Marxist), which less towards Peking, demanding wholesale resignations because of "victimisations and irregularities" during Mrs Gandhi's emergency rule. Last November the campus was closed again after threats of violence following the suspension of a student leader.

The closure of a national university aroused press interest, questions in parliament, and demands for government intervention. The *Hindustan Times*, writing a leader about JNU's mainline, asking "whether India can afford the 'luxury' of an elitist institution" and concluding that if JNU did not perform creditably no one would shed a tear to see it wound up. That is certainly going too far. The victim JNU certainly appears a flourishing academic community. One of its implicit aims was to produce a new breed of Indian technocrat, which got away from the British style bureaucracy.

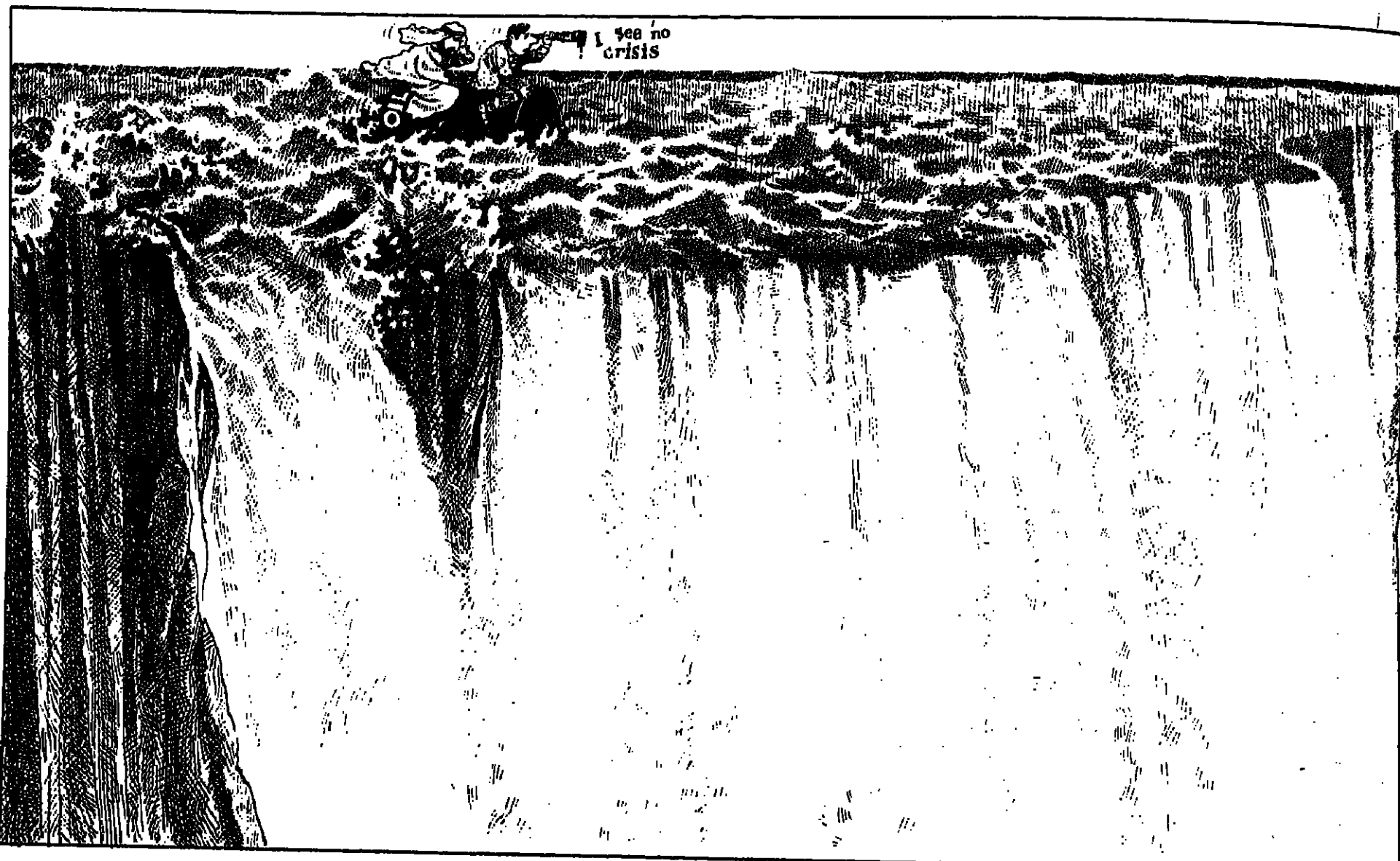
JNU's critics, including Mrs Gandhi, a former chancellor, have seen to it that the "model" university has not been reproduced elsewhere. With Gujarat it cannot Mrs Gandhi will have to look again at Indian policy on caste, she will do well to look closely at JNU's experience.



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How the prisoners of the oil crises



The nature of the energy problem is often misunderstood. World public opinion has absorbed explanations which appeal to deep-seated prejudices, to suspicions that major socio-political phenomena are the product of conspiracy, and to an unhealthy longing for an eschatological end to human history. The oil crisis of 1973 is seen by many as an early fulfilment of the dire predictions of the Club of Rome. The world is running out of natural resources. Geophysical sciences will arrest the economic progress of humanity, and it is all beginning to happen, with the oil crisis. The truth is that energy resources are physically abundant: there is much oil and gas yet to be discovered, large proven reserves of coal, infinite amounts of concentrated energy in the nucleus of atoms and plenty of useful energy in the radiations of the sun.

Some prefer conspiracy to eschatology. The oil crisis is seen by those as a problem of contrived scarcities. The Arabs—a broad concept which includes indiscriminately Venezuelans, Iranians and Nigerians—have formed a nasty cartel which restricts production in order to send prices rocketing sky-high. A typically American version of the conspiracy involves the oil companies. These unpatriotic multinationals are alleged to have fixed it all. OPEC, the story goes, would not know where to begin—in order to boost their profits. And, if you want a proof, just look at the companies' balance-sheets after 1973. The truth is that the much maligned OPEC is not a real cartel, and that the oil companies, precisely because they are smart, would not kill the golden goose of economic growth for the doubtful rewards of stagnation and crisis.

The energy crisis is essentially a problem of structural imbalances, of flaws in the economic system and of failure in international relations. It was brought about by the inability of man to manage with sufficient foresight, complex technological and organizational transitions. For once rigourously nature is not to blame.

The story is worth telling. The end of the Second World War inaugurated an era of cheap and abundant oil supplies. Discoveries of enormous reserves in the Middle East made it all possible. Middle Eastern fields were prolific: costs of production were extremely low, and the Governments of oil-producing countries did not have sufficient political power vis-à-vis the oil companies. They were unable to impose high rates of tax on petroleum exports. Competition between companies in Western Europe and Japan, and low petroleum taxes in the United States kept prices low in world markets for oil products. These

Robert Mabro demonstrates how everybody is worse off when individuals insist on trying to secure the means of their own release

low prices as well as fast and sustained economic growth over a quarter of a century, stimulated oil consumption. The demand for petroleum products increased faster than the rapidly rising demand for energy, because oil displaced coal. And oil was so convenient and so cheap as to kill the incentive to develop other fuels such as gas and nuclear. Oil was considered as an unwanted by-product of oil production, and was flared shamelessly in the oilfield. Nuclear was considered too expensive by governments and too dangerous by citizens increasingly concerned with the quality of life and the security of the environment.

Nobody worried very much in the 1950s and the 1960s about the booming demand for oil and about its lavish and wasteful use by rich industrial societies. There was plenty of oil in the Middle East. The Soviet Union was exporting significant amounts and at times undercutting the export prices. Every year or two, in the 1960s, oilmen were discovering new reserves: Libya, Abu Dhabi, Nigeria, Alaska and the North Sea. The immediate perception was one of abundant supplies. Producers and companies had no fear of shortages. Rather, they worried about declining prices, profits and real revenues. Indeed, OPEC was formed in 1960 by disgruntled oil countries of the Middle East and Venezuela in an attempt to arrest this price slide, and protect the oil revenues of producing nations.

It seems that everybody suffered from myopia. The perceptions about the future turned out to be wrong, because all the economic agents involved focused on short-term implications and ignored their longer-term implications. They forgot that oil is a depletable natural resource, not a reproducible commodity like wheat or cars. They also failed to work out the arithmetic of high rates of exponential growth.

Some time in the early 1960s, the addition to world petroleum reserves, despite significant new discoveries, began to fall short of the current rate of depletion. In other words, the expected life of reserves began to shrink. There was no immediate security, no threat either of scarcity in the short-term. But the end-horizon of the oil era, which seemed to stretch so far ahead beyond sight, was slowly moving nearer. In 1960, everybody was too myopic to perceive the change; in 1973 a handful of

shrewd observers began to realize that the growth in oil demand, if sustained in the same manner for five or ten more years, will bring the horizon within close sight. There would be danger of disruption, not because the world is short of resources, but because the world would be short of time to effect the necessary transition from oil to other forms of energy. The technological lead-in times required to develop new sources of conventional and unconventional oil, gas, coal, nuclear and solar energy are very long. The capital sums involved in such investments are enormous. The social resistance to changes that affect the environment and the quality of life is enormous. The political will and the foresight needed for implementing the difficult transformation of societal and technological structure are sadly lacking.

The danger of disruption was therefore real. In a world, some international government would have risen to the challenge and attempted to plan and manage a smooth and universal transition from the oil to the non-oil era. In our world the international mechanisms for co-operation on energy matters just did not exist. Oil-consuming and oil-producing countries had diverging if not conflicting objectives. The multinational companies with business interests in both camps could not identify themselves with either. There was no early warning. The alarm bell did not ring in 1960, and those who rang it in 1972 became the target of much abuse, until vindicated by unpredictable events a year later. The real signals in our economic system come from the markets, but markets respond to expectations of the near future, not to the distant future. In 1970, markets were responding to conditions of glut, and they signalled (through falling real) prices an excess of current supplies over demand, rather than the long-term effects of future imbalances to be brought about by the consumption spree.

Those who saw in 1973 that oil consumption could not continue to grow at the same rate without a disruption were perceiving a real phenomenon. A false perception may create some confusion for

a while but is finally dismissed. The perception of an important truth has considerable force. It elicits responses which change the course of events. The agents of the significant changes which soon after shook the world and transformed the oil scene were the oil producing countries. Their emergence at this juncture is not difficult to explain. The oil-consuming countries, deceived by 25 years of cheap and easily available oil, were totally unprepared to play a role. The oil companies, the most lucid actors on the scene, could only alert public opinion, which they did only to be cast as the villains of the play. The oil-producing countries were in a better position to respond because they were perceiving the same truth for some time from a different vantage point. Some oil-producing countries had long been concerned with the accelerated depletion of their petroleum supplies, and they were growing disenchanted with the depressed levels of their revenues per unit of exports. Kuwait, more concerned by depletion than revenues, had already introduced a ceiling on output a year or two before 1973. Libya had a similar policy. The Shah of Iran in need of large revenues for his development and military programmes, pressed companies to produce more whenever he failed to obtain from them an increase in prices.

The world economic boom of 1972/3 crystallised oil-producing countries perceptions and precipitated the course of events. In mid-1973 demand for oil fuelled by boom and by speculative fever grew at an even faster rate than before. It became increasingly clear that output was reaching the limits of installed producing capacity. Of course, capacity could be expanded given investments and time. Meanwhile supplies were getting tight, and to achieve capacity expansion is to recognize the existence of a bind.

Something had to give way. Rapid growth of oil demand, low prices and blind faith in productive capacity, are all incompatible with each other. The perception of supply tightness in the short-term, combined with the perception of an expanding long-term problem, altered the response of oil-producing countries (and the oil-consuming world) on one side. Changes in the international politi-

cal environment dating back to the de-atomization of the Third World, the Suez crisis, the foundation of OPEC and the emergence of strong nationalist forces in the producing countries had already begun to transform the relationship between multinationals and governments. But something was missing until 1973: the evidence of a significant shift of market power in favour of the oil-producing countries. What the governments of these countries lacked in 1960, what they were not sure of as late as in 1972, was now visible to them. When supplies are tight, when they are also expected to become tighter some time ahead, producers inevitably respond by raising their asking prices. This is precisely what OPEC did in October 1973 and January 1974.

The story of the OPEC price revolution of 1973 and early 1974 is usually told differently. Much is made of OPEC's behaviour as a cartel and of the political circumstances of the Arab-Israeli war of October 1973. Yet, contrary to the common view, OPEC did not restrict output as cartels do, in order to raise prices. OPEC rather, responded to a situation of excess demand, which it could neither manage nor determine, first by expanding supplies and then by increasing prices. No rational economic agent would have behaved differently. Yet again, and more contrary to the common view, the Arab-Israeli war was not the prime cause of the price explosion. The economic forces leading to the price upsurge were building up their full momentum months before the October conflict. The Arab-Israeli war aggravated the situation. A new wave of speculative fever swept the petroleum market. Oil buyers bid the price of oil on the spot market up to an unprecedented level, thus revealing to the incredulous OPEC how much they were prepared to pay for black gold. The help was provided by a price dash as well as a pretext. It cannot be construed as the true cause.

As the price of oil went up suddenly and dramatically in 1973, the growth in world demand for petroleum products began to decelerate. But this decline in rate of growth of demand, initially, was not due to significant economies in the use of the expensive fuel nor to substitution of alternative energy for oil. Another factor was at work. The oil price revolution happened to coincide with the end of the unpremeditated era of fast and sustained economic growth. Stagnation was upon us, brought about by a number of factors, some related to, most of them independent

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jeopardise their own chances of liberty

Continued from previous page

of the oil price increase. A low rate of economic growth implies low increases in the demand for oil. The prospect of a supply crisis, 15 or 20 years from hence, began to recede a bit into a farther distance.

Was then the problem solved? Not at all. What happened is that the terms of the equation changed. The energy crisis, as a result of the price rise, took a different form: no longer the threat of a drastic supply shortage within a relatively short period of time, rather the immediate economic consequence of a disruptive price rise. The threatening energy crisis of tomorrow turned into a world economic crisis today.

Those who failed to perceive the meaning of this metamorphosis were quick to console themselves and damn the prophets of energy doom. Physical shortages do not manifest themselves as such if prices are free to rise. In economic terms, the immediate price increase is what an expected shortage is all about.

The powerful industrialized world, the world of the major oil-consuming countries, was extremely slow to react. To be sure, political attempts were made to create a consuming countries front. Dr Henry Kissinger promoted the establishment of the International Energy Agency, a club of nations initially created to confront or at least contain OPEC. It became rapidly clear that neither Western Europe nor Japan were willing to play dangerous international games. The dependence of these nations for their energy consumption on imports of OPEC oil was far too lasting and far too great. To confront OPEC entailed risks without a countervailing insurance from the United States, themselves heavily dependent on petroleum imports. Wisely the IEA buried the hatchet of war and concentrated on the less controversial task of devising an oil-sharing scheme in case of emergency. Of course, there were emergencies in later years (the Iranian Revolution and the Gulf War) but the sharing schemes remained tidily folded in the filing cabinet. It is wise not to test in public, especially in a crisis, the solidarity and purposes one is not sure of.

Economically, there was more concern in the industrialized world about balance of payments and inflation than the energy problem. Most oil-consuming countries designed comprehensive energy strategies but implementation was half-hearted and sluggish, especially between 1973 and 1979. France was a notable exception. The French Government encouraged the substitution of coal for oil in thermal power stations. It accelerated an ambitious nuclear programme. It set ceilings to oil imports. It introduced regulatory measures to dampen energy consumption. Japan, more discreetly, concentrated on improving the efficiency of its energy-using industries; a sensible policy which increases productivity and improves export performance vis-à-vis its energetic competitors and which at the same time goes a long way towards saving energy in use. The United States, the most prodigal and the largest consumer of oil, wasted precious time until



Behind the oil crises: left, the Arab Israeli war of 1973, and right, the start of the Iranian revolution

1978. The executive tried to enact ambitious programmes, the legislative took pleasure in delaying and emasculating them. The US consumer was determined to resist increases in the prices of oil and gas that would impoverish him but line the pockets of producing companies. The Eastern states (consumers) were not going to allow a transfer of income, the consequence of higher domestic energy prices, to the Southern States (producers). And the environmentalists would have nothing to do with development programmes for coal, shale oil and nuclear.

The effects of high oil prices on the world economy were manifold. OPEC countries have benefited immediately from a considerable increase in their foreign-exchange revenues. The small oil producers among them, pressed by urgent development needs, were able to spend all their income. Large producers with small populations spent as much as they could, and still managed to accumulate surpluses. The expenditure spree, which none of them were able to resist, created acute problems of inflation, congestion, power breakdown, infrastructural bottlenecks and waste. Expectations for miraculous betterments rose within these countries, and in many instances the momentum of expectations was greater than the rate of fulfilment. The tensions generated by this process of rapid economic and social change, and by the dynamics of frustrated

expectations began to worry governments. Here again, something had to give way. The Iranian Revolution, though caused by a multiplicity of other factors, revealed the extent of the danger. Many OPEC governments reacted by slowing down the pace of economic activity at least for a time.

If they wished so, the industrialized countries could have easily caught up with the first oil price increases of 1973/4. The direct inflationary impact of the price rise was small; the implied income transfer to OPEC was perfectly manageable by the richer economies; the balance of payments problems could have been eased by intelligent re-cycling. Had governments been willing to sort the problems out they would have attempted (a) to solve the short-term economic crisis by compensating for the deflationary impact of the oil price rise, and (b) to adopt a different set of measures specifically aimed at the long-term energy problem. They did nothing of the kind. The reason is that the economic crisis had less to do with the oil price rise than with old inflationary and monetary problems, a decline in productivity and issues of macro-economic management.

The Iranian Revolution upset it all once again. The spot petroleum market was seized with a new speculative fever. Governments of oil-consuming countries, petroleum companies, large institutional users, all decided to build up their inven-

tories and to gain long-term access at any cost to secure sources of supplies. There are normal reactions to insecurity and deep uncertainty. But the economic consequence of these reactions is rising oil prices. The free market took the lead in the price lead. Small oil producing countries, some of the members of OPEC as well as non-members like the UK, Norway, Mexico and Egypt responded swiftly by raising their own export price for oil. After an interval OPEC followed suit. And the spiral went up and up over a period of 18 months.

The second price rise of 1979/80 however, spread over a year and half, was far more significant than the first. The oil price rose from \$12 to \$30 per barrel in that span of time, an absolute increase of \$18 to be compared with the \$6 increase of October 1973 (three times as much in nominal terms, perhaps 1.5 times in real terms). The economic effects were bound to be more serious. As governments, especially in the US and other Western countries, then became more willing to pass on the price increases onto the consumers an economic boost was given to conservation efforts and to the development of alternatives.

The events of 1979/80 highlighted an important aspect of the energy problem, that of security of supplies for import-dependent countries. It was security which worried American officials back in 1972

when they observed the ineluctable growth of US oil imports. Almost everybody else worried again in 1979. The immediate response, to build up stocks in the midst of a crisis, can only aggravate the short-term problem. The long-term measures, the development of domestic sources of energy, are extremely expensive. Such is the nature of the energy problem that investments are diverted to the most costly but politically secure projects while abundant reserves requiring little real resources for their development lie idle or unproven in politically insecure areas.

The energy problem involves a series of interlocking vicious circles. Fossil fuels are still abundant in the world. There is plenty of oil in the Middle East, in Siberia, in part of Africa and in other parts of the world. Natural gas is still virtually untapped, and where produced too much of it is flared and wasted. And coal reserves are immense. The Middle Eastern countries which have most of the proven oil reserves of the world cannot be expected to deplete their natural asset in ways which jeopardise their prospects of long-term development. The incentive to expand their potential could be enhanced if the West were prepared to pay for oil by providing imaginative and substantial assistance to their economic development. But the West prefers to pay with paper dollars used in turn by the oil producing countries to buy industrial and military hardware and to open valueless bank accounts.

Other energy sources are also abundant, but they are not on tap. The incentive to develop them is a high price of oil. The time required for investments to bear fruit is very long. But the high prices of oil to the extent that they depress demand and the economy erode some of the incentive. As little is done about energy during an economic crisis every attempt at recovery risks being aborted by an immediate constraint on oil supplies.

Damocles' sword hangs above those who go for outright self-sufficiency. What if the availability of cheaper oil and gas makes nonsense of their investments just when they come to fruition? Another sword hangs above the imprudent. How much do they stand to lose if a serious oil supply disruption occurs or if the energy bind maintains them in a prolonged state of economic stagnation?

This is the prisoner's dilemma. Everybody is worse off when each individual tries to sort out independently his own case. It is Adam Smith turned on his head. The theoretical solution lies in a vast effort of international co-operation. Is that utopia all over again? Most certainly yes... at this stage. The oil shocks have not really shaken the great powers of this world, the economic crisis has blurred perceptions, the dimensions of the energy problem have not yet been fully understood; thus, the prisoners do not see the merit of overcoming their prejudices and their inertia. They do not want yet to negotiate among themselves binding contracts which can brighten the prospects of their release. We may remain trapped for many years to come.

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Rodney Barker on the state of the lecturer's authority

Perfectionism takes over from rejectionism

temporary world, the nature of its privileges and inequalities, and the role and nature of ideas in this structure. Second, the notion of apprenticeship as the model for higher education was rejected. In its place was put forward the academic version of workers' control. Learning was to be a co-operative affair, and students should take part in the formation of courses of study both because they had interests which it was quite proper to pursue, and because learning was an active process.

The conservative answer to all this had three components. First, the criticisms and claims of the radicals were illegitimate because they came from a political intention to use the universities for the promotion of radical change. Learning should be pursued for its own sake, and to make it serve other ends was to mistake its purpose. Second, students were by definition disqualified from deciding what or how to study until they had been through the established hoops. Because they were students they could not, *ipso facto*, have sufficient insight to judge courses, and the

proof of their gaining that insight was that they learned to leap through the hoops and over the barrels. Third, if students did have complaints, these could be properly dealt with only within the teacher-apprentice relationship. Students should approach their teachers on an individual, not a collective basis.

For over 10 years this triple defence served the traditionalists quite well, and they not only held their old positions, but winked out class traitors amongst their own guild. But now there is a different basis for student complaints, a neat form of argumentative jiu-jitsu which uses the conservatives' own strengths to send them spinning through the heuristic air to land with a jarring bump on their basic principles. In the 1960s, although the universities were expanding, they were doing so in response to student demand and with the encouragement of public funds. All that has changed. For scores of departments it's no longer a matter of accommodation to rising numbers, but of trying to ensure that there are enough students to

pay the heating bills and justify the employment of teachers.

At the same time students, wanting a qualification that will at least get them a place in the bread queue are more than ever eager to get a good return on their money, or their time, or their effort. And this creates a quite different kind of student complaint. If the course is not clearly taught, if the syllabus seems eccentric or, as they used to say, lacking in relevance, then the students can complain not in terms of the underlying ideology, but in terms of not getting precisely that transmission of authoritative knowledge which is supposed for the traditionalists to justify the whole enterprise. The apprenticeship position is eagerly accepted, and there is a demand for instruction, and more instruction. Result: exhaustion of the traditionalists, who expected students to be apprentices, but not to insist on being apprentices all the time. Nor does the old play of "This is not an issue of principle, discuss it with your tutor" work in quite the same way. The poor tutor is likely to find that,

most students want to discuss things, and at length, and from quite inexpressible motives.

Through getting, and needing, the kind of students they always said they wanted, but whom they hoped they would get in a moderate rather than a militant form, the traditionalists have been hauled up their own dogpile, where they are likely to flip unhelpfully for as long as the present dash for shrinkage goes on. Fewer teachers, more insistent students. Just as apathy has been proposed as a necessary condition of democracy, so only a moderate degree of enthusiasm is a condition of the traditional line on higher education. Once the peasants actually demand that the Tutor be their little father, then the crowds start gathering outside the palace, waving their essays and asking for explanations of marks and criticisms, hour after hour, day after day. And there is no defence in the traditionalist account of university teaching, for is precisely that account which is being employed. All those who mumbled that more nacent worse are now beginning to recognize that there are more ways to undermine a traditional approach to education than by challenging it. Taking it at its own word, and insisting on cashing the cheque, can be even more devastating.

The author is a lecturer in the department of government at the London School of Economics and Political Science.

BOOKS

Folklore

W. B. Yeats and Irish Folklore
by Mary Helen Thuente
Gill & Macmillan, £13.00
ISBN 0 389 20161 8

This book is the first comprehensive study of a neglected field: Yeats's interest in folklore during the 1880s and 1890s. The author gives a well-documented outline of the growth of interest in Irish folklore during the nineteenth century and, by comparing Yeats's work with that of other translators, collectors and interpreters of Irish folk tales and legends, she assesses the nature of his contribution in this context.

She attempts also to chart Yeats's changing attitude to this folklore. In a cogent (if slightly over-schematic) way, she points to a move from his early interest in the content of fairy tales in *Fairy and Folk Tales of the Irish Peasantry* (1883) to a concern with the energetic and visionary Irish peasants themselves in the later *Representative Irish Tales* (1891) and *The Celtic Twilight* (1893). She then emphasizes the importance of Yeats's work in a very different kind of folklore—the legend about the eighteenth century Irish cowboys, rakes and "rapparees" which he projected onto the Irish adventurers. Finally the author tries to interpret Yeats's treatment of the legendary Irish poets and heroes such as Hanrahan and Costello as they appear in *The Secret Rose* (1897), emphasizing how he brings out the tragic element in these stories.

The strength of the book lies in its wealth of factual and historical information. It supplies a useful historical context; it defines Yeats's principles of selection as an anthologist; it offers comparisons of Yeats's version of the folk tales with his sources; and it explores unusual aspects of Yeats's involvement with Irish legend.

The most interesting and original chapter is that on Yeats's plans for the Irish adventures book which was never published. On the basis of his letters and remaining essays on the subject, she gives some idea of what that work might have been like: a study of the intense passions, impulsive energy, and reckless violence of such legendary characters as "Colonel Blood", "Tiger Roche" and "Fighting Fitzgerald". This is an important antidote to the "dreaming" Yeats of *The Rose*, and remarkably prophetic of so much in later Yeats.

The book however is weak in two respects. While it provides this context in which to read Yeats's early stories, it unfortunately gives very little guidance on how one might interpret them. Although it offers an interesting study of the Hanrahan stories, too often these haunting tales, full of strange and arresting details, are merely summarized, slotted into this or that plot category, and given an Anglo-Thompson folk tale classification number. This only shows how much remains to be done in the whole area of the interpretation of stories that "tease us out of thought".

This weakness is related to another: the book touches on, but does not fully discuss, Yeats's own fascinating attempts to understand the significance of these stories. Yeats's most original ideas here have to do with the importance of the non-rational: that fairs are representations of moods; that the most important features of legends are what is strange or extravagant, and quite beyond normal explanation or approval; and that the language of traditional oral poetry embodies "emotion" in a way that is different from and superior to the merely written word of a "personal" poet. While this book certainly opens up the whole area of Yeats's folk tales, fuller study of such ideas might help to make those tales more meaningful and alive.

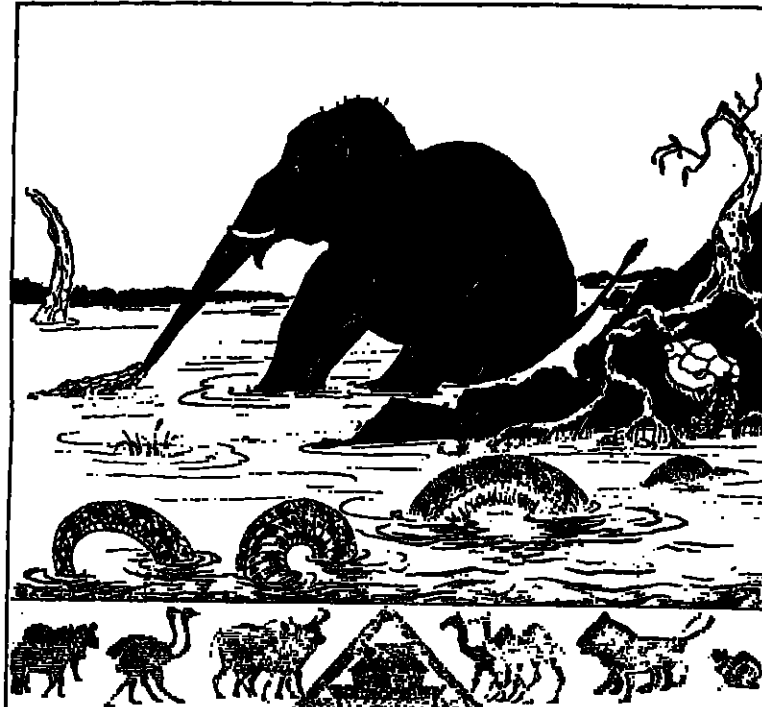
Frank Stack

Frank Stack is lecturer in English at the University of Southampton.
Between April and September 1870 the six monthly numbers of Dickens's uncompleted *The Mystery of Edwin Drood* appeared. Facsimiles are now available at £1.60 for the set, from the Faculty of Humanities at the University of Kent.

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The story-telling impulse



Rudyard Kipling's illustration from his *Just So Stories of the Elephant's Child* having his nose pulled by the Crocodile.

The Short Story in English
by Walter Allen
Clarendon Press: Oxford University Press, £9.50
ISBN 0 19 812666 2

by Valerie Shaw

Discussions of the short story have a tendency to bristle with paradoxes, as though no other kind of formulation will do to capture the special delights offered by the genre. A highly self-conscious form, the short story seems particularly good at celebrating spontaneity and instinctual behaviour; necessarily selective in the incidents it depicts, it can convey the totality of a human life; deliberate and calculated in aim, it often has the apparent casualness of a snapshot; and although written in prose, it is capable of attaining the intensity of lyric poetry. So strong is the short story's power to reverberate beyond its ending and prolong its impact that the word "short" placed alongside "story" can seem a witticism.

The distinctive qualities which guarantee the short story's continued appeal among readers and writers alike, have, however, eluded theoretical definition. This is partly due to the genre's late arrival on the literary scene, especially in England where the dominance of the spacious novel throughout the nineteenth century inhibited experiments in shorter fictional forms. But there is another, deeper reason, which has to do with the short story's unique ability to preserve and at any moment recall its mixed origins in fable, anecdote, fairy story and numerous other literary types. Because individual short stories keep revealing affinities with their primitive ancestors, it is very difficult to stabilize a generic definition; no single description can encompass the diversity of possible story types, lengths and techniques. Consequently, no critical theory of the short story prevails, and most delineations of the form have come from practitioners like H. E. Bates and Frank O'Connor. Devoted to story-writing as a serious enterprise, these writers have gone part, but only part, of the way towards alleviating the widespread suspicion that because it is a minor form the short story must be an essentially trivial one.

Many stories make their first appearance in magazines, and involvement with the periodical press and other ephemeral modes of communication has undoubtedly contributed to the neglect of the genre. There is plenty of support for the view expressed by Virginia Woolf when she told David Garnett that "it's easier to do a short thing, all in one flight than a novel". Chekhov, for example, said that whenever he struck a snag in a "long tale" he could turn to something less demanding, a short story. But there is nothing in any of this to explain the short story's lowly status observed in the 1930s, when the short story was excruciatingly poor in England, the brief story "is an easy thing, no doubt, to do a little with, but the interest quickens to a high rate on the approximation that it is a liberal more of which we speedily learn it to be capable".

In his survey *The Short Story in English* Walter Allen starts from the assumption that there is a wide consensus about who actually are the writers to have done "that liberal more" with short story form. The same names keep cropping up, he tells us: Chekhov and Maupassant, always, then Poe and Kipling and Joyce, and probably Katherine Mansfield, and Hemingway as well. The underlying premise of this book is taken as an unproblematic basis for the contention that the short story is "both an international form and a recent one" and it is against this background that Allen sets his examination of the many guises in which the short story in English appears, from Dorell to Rhoades, from Mississippi to London's East End.

Although Walter Allen spends a chapter on "Origins, Background, Affinities", he does not delay over the tricky question of how to judge whether a short story is good or bad, when it has not been soaked what a short story ought to be. He does distinguish between the "modern" short story and its precursors, seeing differences which parallel those between novels and romances, but there is no claim that such distinctions have any significance except as they correspond naturally to commonsense awareness that reading Chekhov is quite unlike reading Dorell.

Allen's open approach yields many striking insights, even though they do tend to come rather in the manner of short story epiphanies themselves, convincingly but somehow fleetingly too. Such is the effect when Allen asserts that Hardy's best short stories are in his poetry, and there is a similar feeling of rightness about the comment that Wells's material in "The Stolen Bacillus" is pure children's comic stuff, or that Hemingway's finest stories retrieve the notion of heroism contained in *The Battle of Maldon*. Through the range and variety of his discussions, Allen conveys forcefully the same kind of exhilaration about the short story's possibilities as James was expressing when he praised the young Kipling for seeing so many "chances of touching life" in a thousand different places, taking it up in innumerable pieces, each a specimen and an illustration.

Among the many ways in which (over eight hundred) considered here it is in fact Kipling who wins greatest admiration. It is not difficult to see why this should be so: Kipling perfectly exemplifies the fusion of deft artifice and journalistic immediacy which is proposed as the modern short story's main strength. Kipling's role in the late nineteenth-century development of the new kind of writing which brought fiction closer to journalism is presented as a blend of literary and popular writing and, what is more, a change in which French naturalism in fiction seems to have played a

page Walter Allen sets aside the worries about terminology that bedevil short story criticism: "to attempt to make a formal distinction between stories and tales", he declares roundly, "gets us nowhere". With similar lack of fuss, works which are usually thought of as novellas, notably Conrad's *Heart of Darkness*, are included in the scope of the book, and attempts to categorize James's work are rejected as "somewhat stupid except for the sake of convenience".

All of this will dismay critical theorists, or indeed anybody who is looking for a new definition of the short story. But Allen's approach does have the advantage of breadth, an especially important consideration in short story criticism. Once again, a paradox is involved. The glory of the modern short story's concern for what Poe, as early as the 1840s, termed "unity of effect" is that it can serve an apparently endless variety of purposes; the short story's brevity and completeness are abilities well suited to showing life's possibilities hedged and narrow or to depicting lives torn by violence and harsh conflict, a diversity which is reflected in the range of moods satisfied by stories. Because he adheres to no fixed idea of what a short story ought to be, Allen manages to treat stories which display affinities to the festschrift chat, the exchange of jolly anecdotes in the pub, or the rapid newspaper article as well as those which resemble more the finely wrought sonnet.

One of the most attractive features of this book is that it does not confine attention to expected figures like Joyce and Lawrence, but deals with many little-known writers. Allen's method of representing individual writers by "specimen" stories actually works, then it is partly because many story-writers' careers do not display contours of development from an apprenticeship to a mature phase. A writer's first short story can turn out to be his best one, and the writer who goes on extending his reach as Kipling did is the exception rather than the rule. Even a tireless experimenter like Borges has acknowledged that "the same few plots, I am sorry to say, have pursued me down through the years; I am decidedly monotonous". This situation makes it permissible for Allen to offer say, "My Kipling", "My Maupassant", "My Chekhov", "My Hemingway", "My Lawrence", and to justify his choice on another occasion with the statement, "Flannery O'Connor's stories are so absolutely of their own kind that any one of them will lead directly into the world and values she creates, and 'Good Country People' is as good an example as any".

But willingness to accept Allen's selection of illustrations is also the result of the way he establishes himself as a reliable guide in an almost Kiplingesque manner. Never writing "knowingly", he creates an air of authority by combining relaxed generalizations and candid personal judgments. These are supported by the extensive quotations which accompany each analysis and by a readiness to supply straight-forward resumés of narrative action. "It begins . . . and 'the story ends' are cues which echo through the book, in themselves highlighting the short story writer's urgent need to capture the reader's attention at the outset, and to provide a satisfying conclusion. The conventional skills required to forge patterns which bind a story's opening to its ending, giving the whole piece drive and inevitability, seem, however, to matter rather less to Allen than its content and style. Always though, Poe is forgiven the gross overwriting of 'The Fall of the House of Usher' and 'The Hound of Blackwood' to be 'not a piece of the modern short story, but a piece of the modern short story's past'.

Of course style is a prime issue in any literary discussion, but Allen's special edge in the case of the short story, a genre so often called the "art of the story", is that he readily thinks of great novelists who wrote rather badly he found it virtually impossible to name a "great story" which was also an "inferior writer". At central place to the matter of style, the organized remnant of which is a study of the aesthetic principles on which his study is based from Updike to Salinger or find one chapter comprising sections on the Welsh, on Irish and an entire school of Southern American writers, the lack of a central thesis about the modern short story makes itself felt. Accepted as a guided tour on a panoramic scale, *The Short Story in English* is an impressive feat, retaining all the immediacy and enthusiasm which have characterized the serious and laudable in which it originated. But the geographical groupings and, at other times, the treatment of authors in chosen sections to period, produces a restless effect.

At various moments, admittedly, it looks as though Allen's particular interest in stories which emanate from colonial situations or fringe cultures is going to lead him into sustained examination of Frank O'Connor's notion that the difference between the novel and the short story is not so much formal as ideological. In *The Lonely Voice*, O'Connor argued that the short story's preoccupation with "a merged population group", one that made it thrive in remote areas where the writer was likely to experience a sense of exile and hence a feeling of being an outsider. But although Allen refers several times to O'Connor's work, the full implications of his views are not examined; it is in fact a measure of Allen's desire to avoid theorizing that his canon of short stories suggests, but does not declare, agreement with O'Connor's findings.

Instead of bringing a theory of the short story to bear on his material, Allen has chosen to use a touchstone of excellence and he has to look outside the short story in English to find the supreme exemplar, Chekhov. Chekhov is the standard of this book: among others, he is praised for attaining Chekhovian effects, as Hardy's story "The Son of Veto" is measured for falling short of what Chekhov could have done with its raw material. Given that Chekhov sets the standard, it is unsurprising to find writers like O. Henry and Somerset Maugham being given short shrift for their tendency to overwork their judgments, there is some reason to regret that his approach perpetuates a too honourable but not indisputable belief that modern short stories are either like Chekhov's or like Maupassant's as though these two "masters" belong in entirely separate worlds.

H. B. Bates, in his study of the short story, observed that "any real examination of the story's developments and aims would involve discussion of almost every story written". And the book would not be the hybrid nature of a genre which owes something to virtually every other kind of literature, and a good deal to the novel, that the short story is potentially endless. Walter Allen admits as much when he says that how a story ends "it can only stop". It is entirely in keeping with his lenient attitude towards definitions that he should stop on a note of uncertainty, playing at were, the double part of a story's development, and execution and Scheherazade's magic of story-telling. Speculating that technological developments in the past, broadcasting and television, have changed the published short story, however, Walter Allen still discovers good reasons to hope for the future of the genre, and the unique possibilities of the short story as a form.

It is undoubtedly true that the story-telling impulse is going to be increasingly taking the form of television and adaptations; original screenplays and "Morning Story" broadcasts. Whatever the outcome, it remains probable that the short story will continue to be a genre that takes all of the risks involved in the ephemeral circumstances in which it has found itself from the start of its history. Sometimes the result is disappointing, but no means always, as Walter Allen's book and crowded book simply demonstrate.

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Professional sociologists will no doubt also be impressed by an original chapter on the mobility of women. As Heath remarks on page 105, "until now in the book women have been conspicuous by their absence. This has been the usual fate of women in research on mobility and stratification." He then proceeds to make amends, presenting and interpreting tables on marital mobility from the Oxford Inter-Vivos, and taking advantage of special tables, prepared by George Paschamounak, from the General Household Sur-

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through the conceptual routes plotted by the theorists". Salaman's selection of "relevant empirical changes", that is to say, has been guided by the theories and concepts of Marx, Weber and Durkheim, so that the basic emphasis in this book is hermeneutical, not scientific. He does not concern himself with the problems of investigating the world scientifically but interprets what he believes is already known about it in the light of an intellectual tradition, handed down from the past and preserved in its essentials.

Class and Corporation, as might be expected, contains no tables and only one, very uninformative, diagram. The difference in approach between the two books may, indeed, be exemplified by the reference on page 132 to "such thorough-going studies as those by the 'Aston School' . . . analyses of inter-organizational variations along a number of dimensions". The reader could never gather from this book that this school's approach to the study of organizations struggled with technical problems, similar to those tackled by the social mobility researchers with similar inconclusive results. Salaman's desire never to forget the "great men" of sociology restricts unnecessarily the breadth of his understanding, and the book provides a sense of certainty by simply ignoring the research difficulties of this sort. Instead,

the traditional problems of bureaucracy, alienation, the meaning of work, orientation to it, its organization and control are discussed in a most scholarly fashion. It is unfortunate perhaps that no conceptual discussion is introduced about the similarities and differences between corporations and other forms of organization, such as armies, hospitals or local government departments. Nor does the author consider the degree to which different kinds of property ownership, such as worker co-operatives or nationalized industries, introduce variations into the patterns described but, then, neither Marx, Weber nor Durkheim knew much about these either.

For his part, Raymond Williams falls neatly between those two, tackling a very broad subject area, largely taxonomically. It was perhaps inevitable that he should begin with a longer discussion of the meaning of concepts than was necessary for the questions tackled by the other two authors, if only because the kind of "culture" with which he is mainly concerned demonstrates itself in objects whose meaning and significance to their producers and consumers alike can be understood only in the context of a much wider cultural framework, sociologically understood, which can be best approached through the concepts which are used by the people in question

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Altogether, then, Fontana's new series has got off to a flourishing start with three books. Intentionally or not, illustrating three major differences of approach to sociology at the present time.

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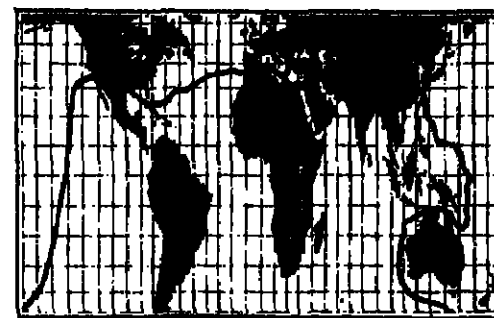
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Commonwealth

A TERMLY SURVEY OF HIGHER EDUCATION IN THE COMMONWEALTH



North-South: a Programme for Survival, the report of an Independent Commission on International Development Issues chaired by Willy Brandt, the former West German chancellor, was published just over a year ago. But unlike the reports of most international commissions which gather dust, the Brandt report appears to have touched a raw nerve of concern and alarm. In paperback it has sold thousands of copies and its logo with the globe is a familiar sight. It has established itself as a powerful image of international inequality.

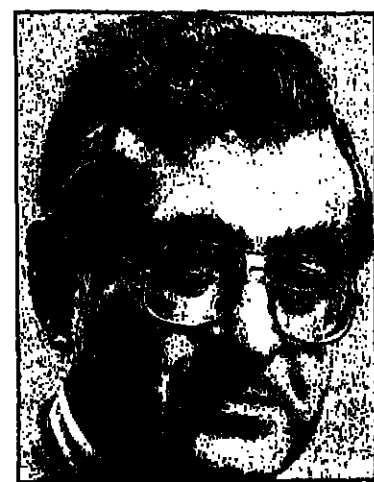
The report has little to say directly about higher

education. What it does say is not entirely flattering. "In contrast (to the rest of education) higher education has often expanded too fast in relation to many countries' ability to employ graduates, and has sometimes taken a disproportionate share of educational budgets. Almost every country has begun to worry about the problem of 'educated unemployment', and to ask the question: are schools and universities teaching the right subjects to the right people?" Despite this rather brief and negative assessment of the place of higher education in the poor "South", there can be little doubt that the perspective so

well displayed by Brandt is one which universities and colleges can hardly ignore, especially in the Commonwealth which bridges this earthquake fault in global society. Below Anastasios Christodoulou, the Secretary General of the Association of Commonwealth Universities, considers what universities have done and can do to bridge the gap between "North" and "South". Over the page Richard Griffiths discusses the problems facing universities in the developing countries of the Commonwealth, and Peter Scott describes the very different dilemmas now being faced by higher education in the rich "North".

Universities cash in on the value of crossing frontiers

Anastasios Christodoulou (left) reflects on the role of the universities in the North-South dialogue



guage of usage, but its literature makes it clear that the language is a means rather than an end in itself. The objectives are the development of international co-operation in higher education and "le dialogue permanent des cultures d'Afrique, d'Orient et d'Occident", facilitated by a "lingua franca".

There are yet others, but forerunner of all such organisations is the Association of Commonwealth Universities. Launched in 1913 (with strong Canadian as well as British support) as the Universities Bureau of the British Empire, it has, of course, long since ceased to be the Association of Universities of the British Empire, but it remains a voluntary body governed by its members and funding its basic activities through their subscriptions. Its constitution is laid down by Royal Charter.

The ACU's central purpose is to promote contact and co-operation between its members, for their individual and collective benefit, in whatever practical ways they may suggest or approve. Whilst of various kinds, the services provided fall into three main groups:

- (i) the organisation of meetings and conferences (every five years a major congress is held to which each member institution may send up to four delegates);
- (ii) the dissemination (through publications, information papers and replies to individual enquiries) of facts about institutions, courses, awards, exchange schemes, travel opportunities, etc;
- (iii) the administration of particular schemes involving international movement of staff and students.

Foremost amongst the latter is the highly valued Commonwealth Scholarship and Fellowship Plan: the ACU provides the secretariat for the commission which selects the scholars and fellows who come from other parts of the Commonwealth and who are placed in British universities and funded by Britain. The budget for that in 1981 exceeds £4m; much smaller are the prestigious Marshall and Kennedy Scholarship schemes which it also administers. Various sources of funds - the Commonwealth Foundation, the Commonwealth Fund for Technical Co-operation, the Canadian International Development Agency, the TRFES itself in respect of one academic fellowship - support travelling fellowships for administrative staff, the exchange of academic staff between developing country universities and, more recently a scheme to support medical students on elective studies in hospitals in Commonwealth countries other than their own.

A non-governmental organisation independent of government, the ACU is typical of other associations of university institutions which have followed it in time and endeavoured to achieve their objectives and ways of achieving them. It exists because of the interdependence of universities and its sole "raison d'être" is therefore the enhancement of their interest: the commonality of those interests draws them not only towards each other, but together, and in working together for common purposes: international scholarship; comparable standards; complementary academic objectives; or more narrowly a particular piece of research or advanced teaching. It is precisely through involvement as active partner in all or any of these that any one institution can properly fulfil its own prime purposes as a university institution.

"It is no wonder" wrote Eric Ashby in 1963, in his book *Community of Universities*, "that the universities of the Commonwealth are held together in an undented but indivisible society... By virtue of the cohesion among Commonwealth universities, graduates from as far apart as Singapore and Vancouver, Quito and Aberdeen, find that they share common assumptions, common cultural traditions, common canons of criticism and facility in using a common language."

They are, of course, all descended from common stock. The same writer, speaking a year later (Godkin Lectures at Harvard University 1964 *African Universities and Western Tradition*), defined the three similarities between Oxford, Cambridge and the British universities as being "self-governing corporations jealously guarding their autonomy... aspiring to grant degrees of similar standard on curricula of similar content... all making similar assumptions about the functions of higher education..." He went on: "These three similarities constitute the template from which... new universities on the British pattern, both at home and overseas, were made."

Having been made, they were for a while highly dependent on the scholars of those same British universities to be brought to maturity. For even longer, their brightest intellects were sucked back into the British system for both first degree and postgraduate studies, to be honed into the true image of the British academic before returning home to join him or replace him in the local university.

To conclude from that historic picture that even now, the university world embraced by the ACU is but a microcosm of Brandt's contemporary world of gross imbalance between the rich and the poor, the developed and the developing, "the North-South" would not, however, be justified.

What Brandt, in his *Programme for Survival* urges upon nations, universities in the Commonwealth, indirectly and through regional and international groupings, have been achieving and continue to achieve through their own initiatives and activities within (and recently) favourable national and international policies of aid towards the developing world which encouraged the necessary transfer of money, "know-how" and human resources. Ibadan, Ahmadu Bello, Makerere (before Amin) and others

vitals), the Indian Institutes of Technology, Madras, Singapore, Zambia, the South Pacific, Papua New Guinea - all and many others are universities that are living testimony to the validity of the central themes of the Brandt Report: interdependence, mutual aid, respect, massive transfer of resource, skills, technology - and on terms acceptable to the beneficiaries, who are treated as equal partners in a common endeavour not as poor country cousins to be given a grudging hand-out.

The off-spring in fact quickly matured and were soon contributing to the well-being of the family as a whole through innovation, through fresh attitudes on the economic and social contribution they should be making to their own people and through challenges to the old order of academic aspiration and enterprise. Through demographic decline, financial austerity, lower public esteem, state disillusionment with the apparently poor return to society from its massive investment in higher education - sometimes too, let it be said, through obstinate reluctance to embrace reform and adapt to changed circumstances - some old order institutions might well find themselves turning from rich developed to poorer declining and might themselves need to place greater reliance for their own well-being on the interdependent system, and a reversed flow of scholars and ideas.

Brandt postulates four main thrusts in his emergency programme for survival: transfer of huge volumes of resource to the poorer developing countries (around \$30 billion annually in aid by 1985); national energy policies across national and regional boundaries; crash programmes of agricultural development and food production; major reform of international trade and economic systems. He leaves it to the leaders of the world to get together and work out the ways and means - or rather first to agree the objectives!

If they respond at all to his call, they will find that to give charitably without imparting understanding, to stimulate development requiring skills and sophisticated techniques and technology without transferring those skills and knowledge to the developing themselves, is merely to repeat the colossal failures of previous and less ambitious aid programmes.

Perhaps the nations should take a leaf out of the universities' book and form themselves into free associations of interdependent organisations, aspiring to gain individual well-being out of a common well-being - national wealth out of a common wealth where North aids South and South North, East West and West East, and all aid each other.

Instead, in the year since Brandt was published, the great developed nations of the world have tested recession and recoiled sharply from their internationalism. In the world of the universities barriers to staff and student mobility between nations have been raised high, not lowered, yet without such mobility, the genuine transfer of knowledge and skills to increase understanding and assure the success of investment in development will be severely constrained.

Will the universities fall into the same trap and recall into introspection and self-interest as a more selfish kind? Or will they recognise as much commonality of interest and purpose in assisting the world first to survive and then to flourish as they have always found in the collaborative pursuit and transmission of knowledge and understanding, of ideas and values? The activities of the Association of Commonwealth Universities and of its many sister organisations leave no room for doubt about the answer.

The author is Secretary-General of the Association of Commonwealth Universities.

BOOKS

A little friendly persuasion

Absent from School: the story of a truancy centre

by Rob Grunsell
Writers and Readers, £1.95
ISBN 0 906 495 42 3

Beyond Control? schools and suspension

by Rob Grunsell
Writers and Readers, £4.95 and £1.95
ISBN 0 906 495 04 0 and 21 0

Making a Comprehensive Work: the road from bomb alley

by Peter Dawson
Blackwell, £9.95 and £3.95
ISBN 0 631 12534 5 and 12619 8

The problem of the disaffected, tough, sometimes delinquent adolescent is one that barely affects the lives of some teachers and consumes all the nervous energy of others. The literature in the field tends to be long on analysis and short on remedies, simply because there are so few successful models. In the really difficult, usually (though not invariably) inner-city schools, the crime-rate may be high, the social problems may border on the horrific, and those who work in or know the schools may either be too weary to write about them, or else feel that what is done is too unrespectable to merit a book.

There are books documenting the failure of schools, such as William Tyndale and Rieff's *Hooked on Books*, which tell of apparent success, in this case through the imaginative use of reading and writing. There are millions of skillfully penned words about the problems of city life: a confusing mixture largely of theory, sometimes of practice, often ascribing blame to school organization, teachers, parents, capitalism, bureaucracy, the technological revolution which obliterates unskilled and semi-skilled jobs by the thousand, or to those who label children as delinquent, thereby ensuring that their prophecy will be fulfilled.

These three books are first-hand accounts of children in London written by two people who have worked with them. Rob Grunsell's *Absent from School* tells the story of the Islington Intermediate Treatment Centre. It first appeared in 1978 as *Born to be Invisible*, and is now published by Writers and Readers with an extra

chapter by Peter Gurney describing the seven years since the founder left.

The story of this centre for persistent truants is a sad but engaging one, and it is told with honesty, compassion and a not obnoxious degree of romanticism. A DES survey in 1974 found that about 10 per cent of children were away from school, and estimated that some 2 1/4 per cent of children were absent "for no good reason". The author tells of one Islington comprehensive with a 13 per cent truancy rate and a further 5 per cent of children absenting themselves after registration. It was in the midst of this scale of problem that the centre was established, and the tiny number of children it handled must have been but a pin prick.

The book concerns itself principally with the hit-or-miss, pragmatic groping for sense by both staff and pupils. As a social worker the author had to agonize more about "curriculum" than a trained teacher might have done. The early 1970s were a time when free schools, de-schooling and the ideas of Ivan Illich enjoyed a brief vogue. The unpredictable curriculum of the Islington Centre, with its day trips to places of note, attempts at "lessons", and capitalizing on serendipity, sometimes contrasts sharply with the apparent certainty of a conventional school timetable. On other occasions the pupils, having rejected traditional schooling, challenge their new teachers to provide it, regarding art or drama as "messing about", and demanding adult dominance when misbehaviour occurs.

In *Beyond Control?* which has the same title as another book by Paul Francis, Rob Grunsell addresses himself to an equally difficult matter, that of suspended pupils. After he finished working at the Islington Centre he moved to another project in "Brixbridge", and subsequently incurred the wrath of secondary head teachers in the borough for writing an insider's account of a case conference about a suspension in *The Times Educational Supplement*.

This concrete example illustrates the sensitivity of the issue of pupil suspension. When a pupil has to be excluded totally from a school the sense of failure all round becomes public, and participants understandably are jittery. Yet the topic is rarely discussed, even though some schools seem never to suspend a pupil, and others, perhaps just down the road, have a stable list of exclusions over the years. Grunsell

devotes much of his book to a sympathetic but not uncritical account of pupils who have been suspended from school, and his analysis raises interesting questions about procedure, curriculum and attitudes in conventional schools.

A different kind of romanticism is evident in Peter Dawson's account, *Making a Comprehensive Work*, which describes his 10-year headship of Eltham Open, and is saturated with self-satisfaction from its title to the last sentence: "The road we took, it is the right one, stretches straight and true." The book begins with a number of staff looking at Dawson's wife and saying "Fancy having to live with him", goes on to tell how the number of canyons west up from 28 to 169 per term, and later describes him at his study window with his blotter looking for playground misadventures. There is a gleam when a West Indian boy with a cut finger leaves drops of blood on the wall outside Dawson's study which he then does not allow to be cleaned off "as a visual aid to miscreants".

Tough schools sometimes need tough remedies, and Dawson would not dispute this. In parental applications for evidence that his regime was effective, he of the book dealing with curriculum, principally the section on social education, and pastoral care are of some interest, but crude stereotyping spoils the whole.

The sour taste left by this book is not much because it deals in strong language with badly behaved pupils, feckless parents or lazy teachers, nor even that troubling children is advocated. After all in Grunsell's much more liberal permissive books there is an account of how a teacher, desperate with anger and frustration at one of his difficult pupils, thumps him in a rage, and pastoral care and social education, albeit a strongly persuasive kind, occupy a central place in Dawson's account. It is rather the excessive self-adulation and near obsession with compassion in Dawson's account that jarred, even though too much compassion proved the undoing of Rieff and his pupils.

Eight weeks ago, a small subset of these same heads of universities sat down in Manila with their opposite numbers from several non-Commonwealth countries at a meeting of the Association of Southeast Asian Institutions of Higher Learning. Twelve weeks ago, a somewhat larger subset of Commonwealth vice-chancellors, all from African countries, gathered together with their colleagues from universities in all of Africa except the Republic of South Africa, in Yamoussoukro in the Ivory Coast - but on this occasion as members of the Association of African Universities.

Since there are other similar groupings of universities, regional and more broadly international, the catalogue could well continue and these are but a few of the meetings that take place between one group and another from the universities of the world. It is not always vice-chancellors who are involved: many such meetings involve academic staff or university administrators discussing topics of professional concern or problems that are inter-disciplinary or affect more than one organisation or region.

Sitting with them as observers or active participants will often be staff from national or international agencies - QDA, the British Council, CIDA, IDRC, UNESCO, UNDP, FAO, the World Bank, perhaps politicians and civil servants from the country hosting the meeting - not to mention trusts and foundations keen to support institutions of higher education from a variety of motives. The precise composition of any particular meeting will vary, of course, depending on the topic and aim of the discussions. But the participants are there because they recognise the value of these meetings in furthering the objectives of their own organisations.

The international groups that come together in this way have a number of things in common. First and foremost, the participants come from or are closely connected with universities or equivalent institutions. Because they are occupied with research and teaching at the highest levels and because these activities are international, the universities recognise the value of associating with each other across national boundaries to exchange ideas and experience, compare techniques and tackle common problems. Their interdependence therefore derives from their essential nature, as universities.

Sometimes, objective and the means of achieving it may not be clearly separable. One particular association has a common language as its binding force: "L'Association des Universités de langue française" was formed in 1961 in Montreal to bring together all institutions of higher education in which French is the, or a principal, language.

Consequently there will frequently be found in the formal statement of the objectives and purposes of such associations:

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From benefactor to monitor

A Program for Renewed Partnership: the report of the Sloan Commission on government and higher education

Harper & Row, £13.95
ISBN 0 88410 193 2

The 20 Americans (most of them directly concerned, now or formerly, with universities), who for two recent years were funded by the Alfred P. Sloan Foundation, have deliberately confined their scrutiny to the impact upon higher education of federal and state government. The result, therefore, does not begin to rival the voluminous and wide-ranging reportage of the Carnegie Commission on Higher Education of 10 years back. Nor, though described by the title as "provocative", does it challenge the established orthodoxy of the Newman talk force of 1971, in the same transatlantic field.

For the European the recent suggestion of their fields will not be news. Of the 3,000 odd universities and colleges, public or private, in the United States today, nearly half appeared since 1950. Two thirds of them, between them receive, directly or indirectly, two thirds of their revenues from government - \$19 billion a year of public money from the fifty states, \$14 billion from Washington, DC. Student enrolment leapt during the 1960s from 3.8 to 8.3 million. Then came the frost. Shrinkages in numbers has combined with other factors to produce an intolerable mismatch between revenues and costs. Legislatures and state governors have, therefore, become wretched. If not for the universities in their own right, the former providers of jobs, the latter, as a result of a vicious circle, have been reduced to a non-existence. The non-existence has now swung over in favour of research support (consequently, and highly concentrated). Whichever the recent, growing acceptance of American toward their hallowed institutions has made

no exception of seats of learning. So far the story has not been unfamiliar to British ears. What most irks the Sloan commissioners, however, is government's changing role from benefactor to monitor, manifest in numerous court decisions, statutes and administrative regulations. This increasing impingement upon post-secondary education comes not merely from the Department of Health, Education and Welfare, but by miscellaneous intrusions in the name of civil rights or equal opportunity. Here some case studies illustrate the consequent tendency of official "compliance coordinators" to usurp the function of a university's own board of regents by reaching into areas even of academic tenure and curriculum content. State governments today, the commissioners lament, "look less like helpful partners and more like unfriendly policemen... at once indispensable and intolerable" (while Washington itself is the camel "bumping and jumping around inside the higher education tent").

What remedies or restraints has the commission to propose? None very considerable. Its principal recommendations look like booster rockets designed marginally to correct the course of a spacecraft advancing into the unknown within a generally satisfactory sector. Washington should establish a single Council for Equal Opportunity in Higher Education which would consolidate all federal responsibilities in that area. The states should contrive a greater uniformity in composition and function, between their higher education boards, which should be fortified with their respective state legislatures. Finally, while approving the present variety of funding resources, the commission would like to see important modifications in the Basic Grant Support programme of 1972, particularly the creation of a National Educational Loan Bank upon which students and their parents

might confidently draw, and (for wealthy Federal Undergraduate Merit Programme administering scholarships and fellowships) that take place between one group and another from the universities of the world. It is not always vice-chancellors who are involved: many such meetings involve academic staff or university administrators discussing topics of professional concern or problems that are inter-disciplinary or affect more than one organisation or region.

American universities, as we all know, have assumed multiple and conflicting duties. What is now in question is not the continued pursuit of two broad but differentiated goals, of evolving a steadily elite while simultaneously working for an open society. These functions are not necessarily incompatible, given the latter can continue to be performed by distinct foundations such as the Rockefeller two-year "community colleges" financially vulnerable innovations, but politically much beloved of state legislatures because combining open-door access with tuition fees.

Rather, the salient problem is to re-examine the basic tasks of teaching and research, the transatlantic tradition and add that of public service. Too often the rhetoric of "urban mission", "urban commitment" and so forth, suggests that too many such institutions are striving to do for the poor populations what the old land grant colleges were designed to do for the rural. Universities are, not civic beauties, associations, bound to an unlimited social service whose success or failure is to be judged by a clientele outside of themselves. It is too narrowly parochial of the European academic to suggest that, in the past, universities, their path to solvency and influence re-ordering lies through some connection in their historical role itself.

Vivian Vale

Vivian Vale is lecturer in politics at the University of Southampton.

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North: a battle against an inflationary tide

It is this post-war boom in higher education that must be the starting point for any serious consideration of the present condi-

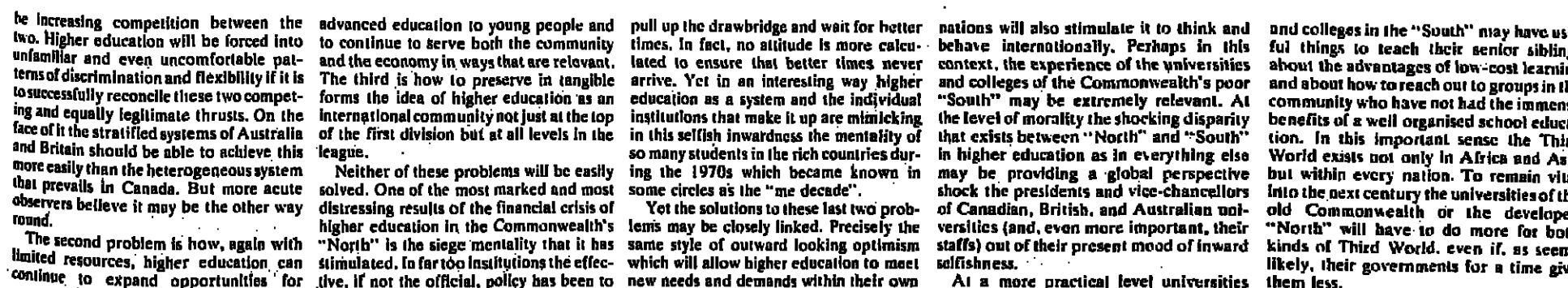
Yet the problems that have crowded in on all the systems of higher education in the Commonwealth's "North" have been grindingly familiar from country to country. The present depression arrived in two waves. The first arose from the tripling of

were down by almost 8 per cent (37,000 for 20,000 places compared with 40,000 in 1979). In Britain applications have continued to climb but this increase has become more and more dependent on application rates among women "catching up" with those among men and so cannot

A report at the end of last year, *Canadian Universities 1980 and beyond*, written by Professor Peter Leslie from Queen's University in Ontario for the Association of Universities and Colleges of Canada, said: "The 'H' movement," he wrote: "The outlook almost everywhere is, nonetheless, in melancholy, a low

Whatever the balance of blame, higher education in the Commonwealth's "North" faces at the start of the 1980s three formidable problems. The first is how to continue to be able to compete in the first division of the international league of universities, against academically formidable and often better funded competitors in the United States and Europe. For 30 years after the 1945 enhancement of excellence in the expansion of opportunity did not mean capitulation at a practical level to the ever reinvigorated search for the resources designed to help what could help to support the other.

In the 1980s and 1990s there is likely to



currents towards the future

And, before that, it will be closer to what Lord Ashby once called "the dubious freedom of the pauper".

It is said, and undeniably, that some academics always find difficulty in adjusting to the freedom as universities staff - indeed their duty - to comment, on the basis of their specific academic expertise, on public affairs from their right to include their personal political ideologies and beliefs in open opposition to their governments. In mature Commonwealth countries this is not matter; but in new countries, with their young governments, it does. When clashes occur, the incident is almost invariably the university as a whole which suffers - as several have in recent years in the developing Commonwealth. So far however the Commonwealth has been spared the central American phenomenon of whole universities virtually decimating themselves by the overthrow of their governments.

He is even seeking to encourage the humanities in order to stimulate the supply of those "professional generalists" needed so badly for key posts in the public service, commerce and industry. I hope the Lords Fulton and Crowther-Hunt are not top appalled. How fortunate for Singapore that its development was fast enough to enable it to break away from the international aid incident altogether.

This thought brings us naturally to the only problem faced by developing countries which is, by definition, unique to them. This is the frustrating business of having to try to find their way through the variable jungle of aid agencies each with its own ideas, principles, priorities and procedures. Their needs are obvious to anyone who "understands" universities. Nowadays there need for aid to provide new buildings is small.

Above all they want staffing assistance, of both a short-term contract and emergency

At most official bilateral and international aid is given, wrongly in the view of many, through governmental channels, universities often lose out hopelessly to government departments when technical assistance aid is being carved up. The aid industry, in both its overseas donor and its developing country recipient bureaucracies, is inward and not outward looking. It prefers to mount an exploitative mission under its own control - and often made up of its own staff - to spend money on other reputable institutions like universities in the developing world to link up directly with their direct counterparts, the universities of the developed world, to solve the same problem. The latter could easily and gladly, and to everyone's benefit, provide the vast majority of their requirements given only a fraction of the aid money required to provide them through tortuous, and often both inefficient and arrogant, international governmental channels.

Perhaps the fact that no significant British operational help has been available through official aid channels either to the University of Makerere or that of Zimbabwe - both proud products of a historic Afro-British partnership - since their countries became independent, again is not an evil omen.

It is worth to hope that in Singapore every action to the contrary by FCO/ODA officials in recent years the words of Baroness Young - herself the wife and daughter of Oxford dons - as Government spokesmen in the House of Lords on 5th July 1979 were not spoken either by inadvertence or vain? She said: "Our aim is to help develop countries to build up their own manpower resources, wherever possible through their own institutions".

The author was formerly director of Inter-University Council for Higher Education Overseas

These universities usually represent the only available concentration of intellectual power in their countries. They are the counterparts of the armed forces in which physical power ultimately rests, and of the apparatus of the ruling party which, in so many developing countries, is the focus of political power. When moreover the quality and effectiveness of governments, whatever their ideology, is either suspect or downright bad — a phenomenon familiar to all concerned with them, however unwilling other governments are to say so publicly — good universities are a major stabilising and continuity factor.

On the same occasion, Dr James Merrett, the vice-chancellor of the Commonwealth International University of the South Pacific, addressed the gathering.

Though several inter-governmental agencies like the South Pacific Commission have been created in the region, the university is the only regional body with a day to day operational role. If its only purpose was the production of high level manpower, there would have been little need to create it. Most of that need could be met by sending students overseas at little, if any, extra cost to the region compared with that of maintaining the university. The university should only be justified only if it provided

In the first place there is money; that perennial source of friction between partners in a partnership. The universities are almost always and one with which universities are almost always, but not exclusively, pre-occupied. Sometimes with good reason, and sometimes, without. Throughout most of the developing countries, the world's poorest countries, governments, acting under the strong influence of heads of state and of party machines (rather than of departmental ministers—even of education), have been—and their civil servants have been—and remain extraordinarily generous to the universities which they have created—and can often still afford.

universities by the end of the century; but these costs are these that goal would be impossible to achieve. We certainly desire more universities but we need to think seriously about alternative methods of providing university level education. That is a question of national planning. But some thinking, and some ideas, from this university are needed.

We must hope that such ideas will be forthcoming, for the facts are indeed worrisome. The whole speech however is benign and reads rather like a letter of guidance from the UGC to the British universities and other similar utterances from around the world. The speech is not a threat.

Except for the universities or colleges in Singapore and to a lesser extent Malaysia, which are all relatively affluent countries, virtually all Commonwealth universities are currently facing painful cutbacks in the income per student from public funds. This is perhaps in some ways not so startling an experience for third world universities as it is elsewhere. They are used to being short of money for their governments, particularly at the end of any financial year when the cash and cheque rates dried (that had been expected). They know, better than their richer counterparts, how to do without. But above all how to keep staff salaries high and to reduce staff numbers.

But they too will soon be forced to adapt their internal financial control and monitoring systems, their staff terms and conditions, and perhaps even the hallowed British system of relationship between academic and managerial decision-making if they are to survive the harsh economic climate of the 1980s and perhaps the 1990s. It is already clear that in such a climate governments are bound to throw overboard such luxuries as their expansionist social, and particularly higher educational, policies. Universities may well have more autonomy and freedom than before, but it will be closer to what Lord Ashby once called "the dubious freedom of the pauper".

It is sad, but undeniable, that in some academic ways find difficulty in distinguishing between their freedom as university staff - indeed their duty - to comment, on the basis of their specific academic experience, on public affairs from their right to indulge their personal political ideologies and beliefs in open opposition to their government's. In mature Commonwealth countries this does not matter; but in new countries with 'sensitive' governments it does. When clashes occur on this account it is almost invariably the university as a whole which suffers - as several have in recent years in the developing Commonwealth. So far however the Commonwealth has been spared the central American phenomenon of whole universities virtually declaring themselves to the overthrow of their governments.

Universities are often the innocent victims of an apparently insatiable urge which comes over developing countries, particularly those with a federal structure, from time to time to allow new institutions of higher education to be created before existing ones have properly got off the ground and without the available administrative, academic or financial resources to nurture them effectively. Both the Indian subcontinent and, more recently, Nigeria have suffered in this way. The maintenance of academic standards' high enough to make the outlay and effort worthwhile is almost impossible in such circumstances.

This is also a danger when governments are tempted by political considerations to force universities to lower their entry standards and proliferate courses and options for which they are ill-equipped, all in the interests of expanding student enrolments willingly. Pressure of student demand for university qualification — is not always for university education — is of course a powerful factor, and manpower shortages overhelming; and manpower shortages overhelming. When in addition the availability of properly qualified local school leavers is inadequate — as is the case for example in southern Africa and the South Pacific but not in eastern Asia generally — governments can perhaps be forgiven for their impotunities.

Lee Kwan Yew, Prime Minister of Singapore, has however recently moved well in the opposite direction. As well-bested as Cambridge first he has firmly taxed his

consolidation of two previous universities into one National University of Singapore in the imperative need to improve standards in academic staff and in student performance. Moreover he is breaking away from the insistence on vocational relevance, to obsessively pressed upon developing country universities for so long by the aid administrators, manpower economists and above all by education dividers from such agencies as our own DDA, UNESCO, UNDP and the World Bank.

It is even seeking to encourage the humanities in order to stimulate the supply of those "professional generalists" needed badly for key posts in the public service, commerce and industry. I hope the Lords of Crowther-Ripnt are not too appalled. How fortunate for Singapore that its development was fast enough to enable it to break away from the international aid industry altogether.

This thought brings us naturally to the only problem faced by developing country universities which is, by definition, unique of them. This is the frustrating business of trying to find their way through the variable jungle of aid agencies each with its own ideas, principles, priorities and procedures. Their needs are obvious to anyone who understands universities. Nowadays their need for aid to provide new buildings is small.

Above all they want staffing assistance, of both a short term, contract and emergency

pe - (but not many tourists/lecturers); local staff training of all types to speed the necessary process of localisation; some equipment and technical help in enabling them to maintain it; access to books and periodicals so that their libraries cannot be expected to provide from local resources; informal advice and help from their opposite numbers in other universities; and finally a source of a tiny amount of foreign exchange to buy that 50p transistor which it would take months to obtain from the same overpriced supplier through their official channels. As most official bilateral and international aid is given, wrongly in the view of many, through governmental channels, universities often lose out hopelessly to government departments when technical assistance aid is being carved up. The aid industries in both its overseas donor and its developing country recipient bureaucracies, is inward and not outward looking. It prefers to mount an exploratory mission under its own control - and often made up of its own "in-house" experts - than to allow established institutions like universities in the developing world to flak up directly with their direct counterparts, the universities of the developed world, to solve the same problem. The latter could easily and gladly, for to everyone's benefit, provide the vast majority of their requirements for only a fraction of the aid money that is poured down them through tortuous, and often both inefficient and arrogant, international governmental channels.

This is how, as Ian Maxwell's excellent recent book *Universities in Partnership* makes clear, most of the present generation of high quality universities in the developed Commonwealth were created and nurtured into maturity. It is how, even today, most of the British help they receive is arranged. Now that the Inter-University Council, the instrument by which this has been achieved for over 40 years, is to be merged into the British Council with its vastly different original stated purposes and its inward-looking operational procedures, the future is uncertain.

Perhaps the fact that no significant British operational help has been available through official aid channels either to the University of Makerere or that of Zimbabwe – both proud products of a historic Afro-British partnership – since their countries became mid-worthy, again is not an evil omen.

It is too much to hope that in spite of every reason to the contrary by FCO/ODS officials in recent years the words of Baden Powell to herself the widowed daughter of Oxford dons – as Government spokesman in the House of Lords on 5th July 1969 – were not spoken either by inadvertence or vanity? She said: "Our aim is to help developing countries to build up their own manpower resources, wherever possible through their own institutions".

The author was formerly director of Inter-University Council for Higher Education Overseas

Commonwealth Noticeboard

Canadian minister meets his Waterloo

Four new university presidents have been appointed in Canada in the past few months. They are Dr Douglas Wright at the University of Waterloo in Ontario, Dr Stephen Griew at the experimental University of Athabasca in Alberta, Dr Robin Farquhar at the University of Winnipeg in Manitoba, and Dr Arnold Naimark at the University of Manitoba which is also in Winnipeg.

Dr Wright, who is at present Deputy Minister for the Ontario Government's Ministry of Culture and Recreation, will become president of the university on July 1, 1981. He is 53 and a former Dean of Engineering at Waterloo. When he returns to UW he will succeed Dr Burton C. Matthews who is stepping down after serving two terms, covering an 11-year period, as president.

The University of Waterloo was founded in Waterloo, Ontario, in 1957. It now has an enrolment of more than 20,000 students and annual expenditures of more than \$100 million.

Dr Wright was born and educated in Toronto. After graduating in civil engineering from the University of Toronto in 1949, he studied structural engineering at the University of Illinois where he received a Master of Science degree. He then attended Trinity College, Cambridge on an Athlete Fellowship and completed his PhD degree in 1954.

After teaching civil engineering at Queen's University in Kingston for four years, he went to Waterloo in 1958 to become the first chairman of the civil engineering department at Canada's newest university. A year later, he was also appointed Dean of Engineering. He was the youngest engineering dean in Canada.

In 1967, Dr Wright left Waterloo to

become the first full-time chairman of the Ontario Committee on University Affairs a government-appointed body, which developed the formulas for operating and capital grants to universities and was responsible for government-university relations and negotiations.

In 1969 he was appointed to the additional post of Chairman of the Ontario Commission on Post-Secondary Education which produced a blueprint, commonly called the "Wright Report", for the development of post-secondary education in Ontario.

Three years later, Dr Wright joined the Government of Ontario as deputy provincial secretary for social development and advisor to the cabinet committee on social development. He was the first to be appointed to this position which had been established following a major reorganization of the government. His responsibilities included policy planning and resource allocation for five ministries with annual expenditures in excess of \$9 billion.

He moved to his present position last year. Throughout his career, Dr Wright has maintained his interests in structural engineering, particularly in the field of space frame structures. He has received many honours including honorary degrees from Brock and Carleton Universities in Ontario and Memorial University of Newfoundland. Dr Wright is married and has five children, three of whom are now students at the University of Waterloo.

He will be the third person to serve as president of the University of Waterloo. Dr Matthews, who had been vice-president, academic at the University of Guelph, came to Waterloo in 1970 to succeed Dr J. Gerald Hagey, UW's founding president.

Dr Griew, who will be Athabasca's third president, was born and educated in London. He was later a lecturer in psychology at Bristol University and then from 1968 to 1972 professor at Dundee. He moved to become the first vice-chancellor of Murdoch University in Perth, West Australia.

He leaves his position as professor and chairman, department of behavioural science, division of community health, faculty of medicine at the University of Toronto, a position he has held since 1977, to assume the presidency at Athabasca University. His experience as the founding vice-chancellor of Murdoch University, from 1972 to 1977 was a key factor in the university's decision to offer the presidency to Dr Griew.

Dr Farquhar who is 42 and currently Dean of the College of Education at the University of Saskatchewan, will also become the third president of the University of Winnipeg. He succeeds Dr H. E. Duckworth who will retire on August 31 after ten years in the position.

Born in Victoria, British Columbia, Dr Farquhar holds the BA and the MA in English Literature from the University of British Columbia and his PhD in educational administration from the University of Chicago.

From 1966 to 1969 Dr Farquhar was associate director, University Council for Educational Administration and assistant professor, Ohio State University. He was later appointed deputy director of UCEA, a position he held until 1971 when he became chairman of the department of educational administration and associate professor, Ontario Institute for Studies in Education.

Dr Alan Sinclair, president of Acadia University has resigned because of ill health. He will be succeeded as acting president by Dr James Perkins, who is at present academic vice president.

director of OISE and one year later was promoted to full professor OISE and University of Toronto. He accepted the position of Dean of the College of Education at the University of Saskatchewan in 1976.

Dr Naimark, Dean of Faculty of Medicine at the University of Manitoba, has been appointed president of the University of Manitoba from July 1, 1981. Dr Naimark will succeed Dr Ralph Campbell. He will be the first president of the university to be on the staff of the university at the time of appointment.

Dr Naimark was born in Winnipeg in 1933. Following graduation from St. John's High School in Winnipeg, he attended the University of Manitoba. Following a year's internship at the Winnipeg General Hospital, Dr Naimark enrolled in a graduate program in physiology and received his MSc Degree from the university in 1959.

During the period 1960-62, Dr Naimark was a research fellow at the Cardiovascular Research Institute at the University of California. In 1962-63 he received the R. S. McLaughlin Travelling Fellowship and was a visiting scientist at the Post Graduate Medical School in London.

Dr Naimark joined the staff of the university in 1963 as assistant professor in the department of physiology. He was promoted to associate professor in 1965 and to professor of physiology and professor of medicine in 1967. He served as acting head of the department of physiology in 1966 and was named head of that department in 1967. He served in that position until 1971, when he was appointed dean of the faculty of medicine.

Dr Alan Sinclair, president of Acadia University has resigned because of ill health. He will be succeeded as acting president by Dr James Perkins, who is at present academic vice president.

Disabled given a better start in Auckland

The Centre for Continuing Education at the University of Auckland in New Zealand has just offered a pioneering course to prepare disabled people to study in the university.

Nine disabled students successfully completed the 10 week course which ran for the first time in the autumn term. Two were suffering from cerebral palsy and the others from a wide variety of handicaps including multiple sclerosis, arthritis, and thalidomide deformity.

The course is part of the university's New Start programme which is aimed at adults without formal entry qualifications. It was designed because it was felt that although increasing numbers of disabled people were entering the university, few of them were among the 11,700 students. And only 15 students with obvious physical disabilities.

The structure of the course closely followed that of the regular New Start programme at Auckland and was concerned with acquiring basic study skills, note taking, essay writing, examination procedures and so on.

However, even these presented special problems for the disabled students on the course. In lectures some of them used recorders, some had helpers to take notes for them, and only three out of the nine were able to take their own notes. Similarly in examinations, some used amanuenses, some used typewriters, and four were able to write their own papers. All the disabled students were allowed an extra 15 minutes to complete their papers.

The course also concentrated on the problem of mobility within the university. Special maps were provided, and special arrangements made such as parking permits, or lifts to and from the campus.

Ms Anne Davis, assistant organizer of the New Start programme who acted as director of the course, and Mr John Bichen, Auckland's councillor for disabled students who is herself disabled, both agreed that the course had been a useful preparation. All the students successfully completed the course and agreed that they had benefited from it. The first New Start programme for disabled people in 1981, the Year of the Disabled Person.

Of the nine students four enrolled in the university on regular degree courses and three expected to enrol for general studies in continuing education. The New Zealand Department of Labour, through its Project Employment Programme, has agreed to pay for a respite officer to help disabled students who will be employed in the students' association.

Commonwealth will be published in The Times Higher Education Supplement once a term. It will publish articles on academic, social, political, and economic themes related to the development of higher education in the Commonwealth. It is intended to supplement not to replace the reporting of news about Commonwealth higher education which will continue to be published in the overseas news edition. However, it is hoped to include additional information about new appointments and about international exchange.

BOOKS

India's expectations

Indian Universities: a historical comparative perspective
by Champa Tickoo
Orient Longman (Bombay), rupees 60.00
ISBN 0 86131 222 8

Champa Tickoo sets out to provide an analytical and critical account of Indian university education, but her perspective is limited historically as well as comparatively. Historically, she ignores institutions of higher education in pre-Hindu, Hindu and Muslim India, and confines herself to the "modern" period of Indian history which began with British dominance. Western-style universities in Bombay, Calcutta and Madras were first established in 1857, the fateful year of the "Mutiny", which is now christened by Indian historians as "the First Indian War of Independence".

By the 1930s, Indian universities were considered advanced enough to be excluded from the purview of the Inter-University Council, set up to foster higher education in the colonies. Graduates of Indian universities in the sciences as well as the humanities are now found in literally all parts of the globe. Indian universities are also educating an increasing number of foreign students, principally, but not exclusively, from the Third World. Tickoo's "comparative perspective" might therefore have benefited from comparing relevant aspects of Indian higher education with those which obtain in the West, and in other parts of the Third World.

She does, however, compare Indian universities with each other to analyse the problems that beset them; for example, a preference for classical rather than vocational and professional studies, and the failure to give a rightful place to Indian needs and culture. There has also been an explosion in expectations from education, and consequent ill-directed growth in numbers: India now has some one hundred

universities, including one at the world's largest at Calcutta.

Perhaps the greatest problem facing Indian higher education is the lack of nationwide standards. There are institutions, some of them of missionary origin and now run by the Indian churches, and some sponsored by the central as distinct from the state governments, which maintain a high quality of teaching and research. In medical education, for example, standards vary from the internationally honoured Vellore Medical College and All India Institute of Medical Sciences, to institutions which few people would care to go near. This discrepancy is, of course, a reflection of others that prevail in the society. India may be a member of the Nuclear Club and the ninth world industrial power, but at the same time she tolerates the grinding poverty of millions in the cities.

Tickoo pleads for more effective planning and control, for broadening and reforming courses of study and research in relation to the socio-economic realities of India and of the places where the institutions are located. She advocates passionately the free provision and massive expansion of correspondence and other distance-teaching courses, in contrast with formal education which is enjoyed largely by the middle and upper classes, and which she argues ought to be wholly paid for by them.

In setting the achievements of Indian universities alongside their problems, in portraying the historical context with scholarship and the present situation with suggestions for the future, Champa Tickoo has produced a lively and stimulating book, the first to attempt an examination of all aspects of Indian university education in the last century and a quarter.

Prabhu S. Gupta

Mr Gupta is a lecturer in the postgraduate department of English at the North Eastern Hill University, Shillong, India.

Integration

Crisis at Central High: Little Rock 1957-58
by Elizabeth Huckaby
Louisiana State University Press,
\$12.95
ISBN 0 8071 0779 4

Elizabeth Huckaby's memoir does not tell us in detail about *Brown v. Board of Education* (1954), the famous supreme court ruling that spurred the desegregation of American schools. Nor does it enlighten us concerning the attitudes of President Eisenhower or the National Association for the Advancement of Colored People (NAACP) towards school integration at Little Rock, Arkansas, in 1957. It does provide a vivid, if retrospective, account of an international cause célèbre by a local eye witness, the vice-principal for girls at Little Rock's Central High School.

Huckaby kept a diary during the critical year at Central High and the portrayal of events in her book is chronological. She begins by explaining how her school prepared for the induction of Blacks, taking to task, in the process, district school superintendent Virgil Blossom. The Blossom plan cautiously provided for the introduction of nine blacks to Central High in the school year 1957-58, a provision regarded by Huckaby as mere tokenism.

When school opened, Governor Orval Faubus sent in the National Guard to prevent the nine black pupils from taking up their places. The governor implied that the carefully laid integration plans of the NAACP were Communist-inspired. Huckaby demonstrates convincingly how Faubus secured widening support for his action by creating the illusion that Little Rock was about to be overwhelmed by racial violence. She argues that Little Rock had always been a peaceful community, and that Faubus encouraged criminality and tension in order to enhance his political career. Huckaby is not quite so hard on other individuals, though she hints that the NAACP was a ruthlessly intrusive force.

Her real sympathies are reserved, however, for the children involved. In particular, she brings to life a pioneer of teenage black rights, Minnijean Brown. Minnijean attracted attention because, among other reasons, she "had wanted to corner groups of girls to talk with them and show them 'jitterbug steps'". This high-spirited black girl fought bravely against the persistent bullying and persecution her extroverted behaviour provoked, only to be suspended from Central High for her own safety. Most of the other eight blacks, however, graduated not only from school, but from university. Ernest Green, the first black to graduate from Central High, became assistant secretary for labour in the Carter Administration.

Like Minnijean, Huckaby exudes that bravery which is required of the hunted, as opposed to the hunter. But she is intoxicated by her courageously-held principles. She is irrational about the "Indignant" and "cotton growers", whose ignorance she blames for racial prejudice. Even with the wisdom of hindsight, she fails to see that, as there were lots of poor whites, each with one vote, rapid integration and the use of busing were fraught with political dangers. Huckaby reflects unthinkingly the categorical assumption of the Warren-Burger Supreme Court that school integration encourages all blacks, not just the bright ones like Ernest Green. Today, opinion is veering against integration, partly on the ground that many blacks in integrated schools are demoralized by their failure to emulate the academic performances of white children from more affluent and bookish homes.

One might have expected a university press to commission an academic introduction to put Huckaby's recollections into some such perspective. Instead, Louisiana State UP stakes its reputation on the observation that the book is the hook of the film, or, as the dust-jacket jargon proclaims, of the "Time-Life television movie on CBS starring Joanne Woodward". In spite of this editorial decision, the book has potential value—in the hands of a good teacher—as a means of arousing the interest of sixth-formers in an aspect of American history.

Rhodri Jeffreys-Jones

Dr Jeffreys-Jones is lecturer in history at the University of Edinburgh.

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Exercises in exchange

In addition to its routine recruitment activities the Association of Commonwealth Universities is at present engaged in four exercises in international cooperation and exchange relevant to the Third World.

1. With the assistance of a grant from the Commonwealth Foundation and, they hope, the Canadian International Development Agency, the ACU will again this year be awarding travel grants to administrators from all parts of the Commonwealth to visit universities in other Commonwealth countries, to study problems of professional and administrative importance to their own university and university community.

2. The ACU also administers an academic exchange fellowship programme, with funds provided by the Commonwealth Fund for Technical Cooperation, to permit:

(a) attachments of university staff, both academic and administrative, to other universities in the Commonwealth developing countries to obtain greater experience and training;

(b) short study tours of university staff

in Commonwealth developing countries to enhance their ability to contribute to national development; (c) exchanges of staff between universities in developing countries with a specific development objective;

(d) university-sponsored seminars with a national or regional development orientation, where support could be provided for organisations or for teachers or students to attend.

3. The association also administers a Third World Fellowship with funds provided by The THES. The aim of this fellowship is to allow academic or administrative staff in one developing Commonwealth country to visit another such country. This scheme has been in operation since 1973.

4. The ACU also maintains a comprehensive register of academics who on either impending retirement or impending sabbatical are willing to give part of their retirement or sabbatical to ad hoc attachments to and help for needy universities in developing Commonwealth countries. Any academic interested in this idea should get in touch with Mr Peter Hetherington, assistant secretary-general, at the ACU.

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New head for mines school

The heads of university associations in India and New Zealand have recently been appointed. Professor G. S. Marwaha, director of the Indian School of Mines, Dhanbad, will take over as president of the Association of Indian Universities at the end of this month, and Professor J. D. Stewart, principal of Lincoln College, took over as chairman of the New Zealand Vice-Chancellors' Committee at the beginning of the year.

Zoologist to be vice chancellor of agricultural university

Other recent appointments to the headships of universities and other institutions in the Commonwealth include:

Professor Abdul Amjad, Iqbal, to be vice-chancellor of the Bangladesh Agricultural University at Moulvibazar; Professor Hagey, a zoologist, to be vice-chancellor of the University of Mauritius; Professor Hagey, a zoologist, to be vice-chancellor of the University of Mauritius; Professor Hagey, a zoologist, to be vice-chancellor of the University of Mauritius.

Dr Kumar Mandal to be vice-chancellor of Nagaland University in Bihār, India; Dr Mandal, M. S. and a philosopher, between 1975 and 1978 he was vice-chancellor of Bihar University.

Professor M. V. Rama Ramu to be vice-chancellor of the new Federal University of Technology in Imo, Nigeria.

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BOOKS

Taking the lid off science

Teaching and Learning about Science and Society

by John Ziman

Cambridge University Press, £9.50
ISBN 0 521 23221 X

A recent report for the Nuffield Foundation estimated that in 1978-79 at least 5,000 British undergraduates were taking courses in science studies, although in most cases as only a very small part of their curriculum. Major courses in this field have existed at a few institutions of higher education in Britain and elsewhere for about a decade. More recently, in the United States, MIT has set up a College of Science and Society, costing some millions of dollars.

In the context of these developments in the field of science, technology and society studies (or STS for short), Professor Ziman's book is extremely timely. Moreover, if he is right that the educational system in Britain - and perhaps elsewhere - has a characteristic penetration time of about 20 years, then this is further reason for those involved in STS to pause and take their bearings at this halfway stage. Professor Ziman is well-qualified to act as their guide. As well as being a leading physicist, he has for several years offered a course on science and society at Bristol University. He is also a leading member of the Council for Science and Society and of the SISCOS (Science in a Social Context) Project.

The book is not a detailed course curriculum, still less a handbook on STS. Rather, it is a personal attempt to clarify the rationale of STS education. It does not claim to provide the definitive rationale, but in offering one it does seek to catalyse discussion about whom the subject should be taught to, how it should be taught, and with what aims.

Professor Ziman argues that science education, as conventionally organized in England, gives a misleading image of the capabilities and social function of science. The misleading image is given at both secondary and tertiary levels, and regardless of whether the recipient is destined to become a research scientist, a tech-

nological practitioner, a technical worker, or simply a member of the general public living in a technological society. In particular, and contrary to what he believes to be the real opinions of thoughtful scientists and science teachers, Professor Ziman considers the popularly received image of science to be laden with the ideology of *scientism*. The activity of research is assigned a moral force that exceeds the intellectual force or practical utility of its products; science becomes something more than a philosophy or an ideology, taking upon itself the trappings of a religion, beyond the reach of rational justification or criticism.

To correct this tendency, to present a more balanced and accurate picture of science and its social relations, and hence to prepare science students better for their futures (in whatever capacity) - these are the aims which Professor Ziman sets for STS education. The endeavour, therefore, is not to be one of "radically subverting established scientists and technological institutions, nor of diverting the mainstream of science teaching from its traditional channels". Rather, it is to "look inside the Black Box that encloses science, conceived as an instrument of social action... not to replace conventional science education or to modify it out of all recognition, but to correct its unconscious bias with complementary themes" (page 53).

To show how this might be done, Professor Ziman sets out a social model of academic science which he then incorporates into a larger model of the research and development (R & D) system. He proposes a useful classification of approaches to STS education and comments on the merits and drawbacks of each. He discusses ways of introducing STS courses into secondary and tertiary science education, and he offers some worthwhile observations on the strategy and tactics of getting STS established as a recognized component of science education in schools, colleges, universities and polytechnics.

All this is done in informal style and with the kind of easy reading that comes from hard writing. The text is lively and abounds with *bon mots*: (for example, "amateur dogmatism") and strong images

(for example, scientific theories as a series of "maps", each schematically representing only those features of reality deemed, for its purposes, to be relevant). The book also clearly shows that there is a certain core of knowledge which teachers of STS should acquire before standing before a class.

There are, of course, many details on which individual STS teachers might take issue with Professor Ziman: as he himself says, he has not pulled his punches on significant issues. Some might wonder whether the "anti-science" reaction which many STS students experience can easily be avoided, or whether it is a relatively normal reaction, by no means necessarily permanent, to the shock of the critique of *scientism*. Others might think that he concentrates too much on academic science in his development of a model of the R & D system. A third group might be concerned by his belief that the proper place for STS education in the school form is in general studies: despite Professor Ziman's reference to the need to devote appropriate course, the danger might remain that STS could be dismissed as "merely" general studies. Finally, as it would endorse his (explicit) liberal, pluralistic, political and social premises.

But Professor Ziman's chief aim is to stimulate coherent debate within the STS movement on these and many other questions. In this way, he believes a common core of purpose and a common haul of experience may be uncovered, in the advantage of STS teachers and their students. He has laid out his own ends: now for others to join the debate, and constructively. They should begin by reading this stimulating and thoughtful book.

Philip Gummett

Philip Gummett is coordinator of the programme of policy research in engineering, science and technology in the department of liberal studies in science at the University of Manchester.

Conceptual demands of science curricula

Towards a Science of Science Teaching: cognitive development and curriculum demand

by Michael Shayer and Philip Adey
Holt Education, £3.95
ISBN 0 432 577825 1

This book is about the "massive mismatch" which, the authors claim, exists in secondary schools "between the expectations institutionalised in [science] courses, text books, and examinations and the ability of children to assimilate the experiences they are given" in science lessons. The claim rests principally upon work associated with the Concepts in Secondary Mathematics and Science Programme, a project based at Chelsea College and funded by the SSRC. The mismatch itself emerges from the application of techniques, developed by Shayer and his co-workers for, on the one hand, assessing the level of cognitive development of a large sample of middle and secondary school pupils in England and Wales and, on the other, for investigating the conceptual demands of the science curricula to which such pupils are exposed.

Both elements of this matching model are derived from Piagetian psychology, for the Piagetian level of demand, in-and-out central to the authors' thesis is the question whether formal, operational, in-which science teaching objectives are thought to be a single "unitary construct". Shayer and Adey attempt to provide an answer by investigating the correlation between the performance of a sample of 370 boys and 180 girls on five different tasks, such as the pendulum or equilibrium tasks, and the level of cognitive development of each of the five tasks. Piagetian levels of cognitive development are described as "concrete", "formal", and "post-formal". It is, however, a matter of debate whether such agreement is sufficiently good to justify confidence in a matching exercise of the type advocated. It is surely also debatable whether the "outstanding facts" isolated by further analysis of the data obtained from the 550

pupils amounts to convincing evidence for the construct of operational thinking rather than, for example, reflecting a significant common conceptual element among the five tasks.

Having satisfied themselves that, within the limits set by the reliability of the tests, "it is possible from two or three samplings of a pupil's performance to characterise his/her capacity in terms of the level at which he/she presently functions", the authors can retain their confidence in the science reasoning tasks, published separately but illustrated in the book. These tests, designed to assess the stages of cognitive development of large numbers of pupils and intended for use by I.E.S.s. schools or individual teachers, were, of necessity, administered on a class/group basis. The group approach to testing has, of course, considerable psychometric advantages over the more familiar Piagetian interview, but no teacher, aware of the vagaries and subtleties of "pupils' responses, even to apparently straightforward or simple questions, will fail to recognize its limitations.

The second element of the matching model, the analysis of science curricula for the Piagetian level of demand, involves the use of a descriptive taxonomy of the question whether formal, operational, in-which science teaching objectives are thought to be a single "unitary construct". Shayer and Adey attempt to provide an answer by investigating the correlation between the performance of a sample of 370 boys and 180 girls on five different tasks, such as the pendulum or equilibrium tasks, and the level of cognitive development of each of the five tasks. Piagetian levels of cognitive development are described as "concrete", "formal", and "post-formal". It is, however, a matter of debate whether such agreement is sufficiently good to justify confidence in a matching exercise of the type advocated. It is surely also debatable whether the "outstanding facts" isolated by further analysis of the data obtained from the 550

of Piagetian skills. As Shayer and Adey recognize, the mismatch which they identify has positive as well as negative features and the book concludes with a discussion of "mitigating" factors. The authors also discuss the limits set by the reliability of the tests, "it is possible from two or three samplings of a pupil's performance to characterise his/her capacity in terms of the level at which he/she presently functions", the authors can retain their confidence in the science reasoning tasks, published separately but illustrated in the book. These tests, designed to assess the stages of cognitive development of large numbers of pupils and intended for use by I.E.S.s. schools or individual teachers, were, of necessity, administered on a class/group basis. The group approach to testing has, of course, considerable psychometric advantages over the more familiar Piagetian interview, but no teacher, aware of the vagaries and subtleties of "pupils' responses, even to apparently straightforward or simple questions, will fail to recognize its limitations.

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E.W. Jenkins

E.W. Jenkins is chairman of the school of education at the University of Leeds.

BOOKS

Shot through with ambiguities

Polytechnics and Colleges: control and administration in the public sector of higher education

by Alan Matterson

Longman, £13.50
ISBN 0 582 49095 2

Managing the Higher Education Enterprise
by Nathaniel Karol and Sigmund G. Ginsburgh
Wiley, £12.30
ISBN 0 471 05022 9

These two books are about institutions which, though situated in different cultures, are experiencing the same pressures of financial retrenchment and demands for accountability.

It is 15 years since the polytechnics were first created and Alan Matterson, in a comprehensive and well grounded book, describes their history, structure and working arrangements. It is easier to describe the past than to prescribe the way forward; Matterson's concluding chapter on future development is less successful than his main historical and descriptive one because the problems are so complex.

Higher education's uncertain place in the social system is the source of a number of ambiguities. Thus the constitutional position of the students cannot be understood without analysis of the uncertainty of their status and destination which has resulted in all manner of compromise. Equally, the relationships between the DES, local authorities and polytechnics are shot through with ambiguity. The DES is not the partner of local authorities, a formula which Matterson adopts from former Permanent Secretaries (and some pretty weak political science on the subject). Framework decisions

are made centrally; but then the local authority still has enormous, though variable power, but of a different kind.

Matterson argues for a decisive move towards regional government of higher education, but he does not inquire about the differences between the values expressed at different levels of the system, and the allocation of authority that rests between them. The case for the region has to be based on viability in political, economic and cultural terms. On the whole, the case is not made. The book is, however, to be commended for avoiding some of the more strenuous evangelism that often affects writing about public higher education.

Managing the Higher Education Enterprise is written wholly from the point of view of American universities and for those concerned with managing higher education. It cannot replace such a work as that of Fielden and Lockwood on planning and management or Alvin Epstein on power and authority in British universities. Most of what it says is sensible if unexciting. They describe the changing pattern of influences on American higher education. The book has good chapters on budgeting and other control and how they work with the collegial structure of academic staff. There is sage counsel on the function of money raising and what to expect from the professionals in this field. All eye-opening for the British vice-chancellor whose institution is too easily taken for granted by the business and public authorities in whose area it sits. There is also a perceptive chapter about collective bargaining which gives us cause to be grateful that Laurie Sapper and his Maithe counterparts can carry that burden through central negotiations.

The book is, however, interesting more for the warnings it contains than for its own quite careful depiction of how to cope with current American issues. In Britain, the statement of higher education's aims has always been regarded as an issue of recondite metaphysics, but in the United States the goals of and influences on higher education are overtly stated; furthermore, these influences are far more pressing than in the United Kingdom. Karol and Ginsburgh well describe the incredibly restrictive web of laws and conditions which convey the rights of different groups in society. In a litigious country with four times as many lawyers per head of population as we have, they are a constant source of turmoil. Most American institutions employ at least one full-time lawyer. Harvard's president recently calculated that compliance with federal requirements, often in the field of affirmative action, consumed over 60,000 hours of his faculty's time and cost about £2.3m in 1974-75 alone.

We, too, have now entered into a kind of forensic playhouse on which the expenditure of effort is justifiable in general terms but offensively time-wasting in detail. American films get played here more slowly and 10 years later. On reading both books, however, one sees that there remains a remarkable gap between social needs and their expression and the performance put up by individual teachers and higher education institutions. On the evidence in both of these books, it is going to be hard work to find a decent accommodation between intellectual freedom and personal development and the rights of society to get value for the money that it spends on universities and polytechnics.

Maurice Kogan

Maurice Kogan is professor of government and social administration at Brunel University.

New focus on the historical dimension

Education and the Social Condition
by Harold Silver

Methuen, £9.50 and £4.50
ISBN 0 416 74020 0 and 74030 8

When Harold Silver left a chair at Chelsea College for a higher education college principalship in 1978 his colleagues feared lest he was exchanging a sphere of scholarship, teaching, and a load of committees, for an even greater load of committees. Whatever the reality, it has not stopped him giving us an enlightening new book on our educational discontents. Nor is he just living on his professional fat, for although parts of the book have been seen or heard before as articles or lectures, the whole has been worked together to give a distinct unity of theme which makes a forceful impact.

Who now reads Sir Fred Clarke? His book on *Education and Social Change* had some influence in the 1940s, but it certainly failed to establish among educationalists of his generation Clarke's own belief in the study of the sociology of education, and his conception of education itself as "a process conducted and conditioned by social forces,

all of which has a history". It was another two decades before the sociology of education took off, and when it did the explosion drove the history of education to the sidelines, so that a systematic study of the subject for leaders of comparative education soon became only a minority expertise for teachers in training or in-service degree courses.

Dr Silver's aim is to reassert the importance of the "historical dimension" for the understanding of the present problems of British education, and in doing so he makes, by implication, a pretty good case for the comparative study of American educational history also. Thus he returns again and again to Sir Fred Clarke and the themes of his 1940 work, even though the master had his blind spots: Dr Silver's emphasis on the schools' need to recognize cultural pluralism must be read in the context of Sir Fred's own disillusion over the stark problems he saw in two plural societies, South Africa and Canada. But with Sir Fred at his elbow, Dr Silver's historical travellings around the major contemporary educational issues of Britain (with side-glances across the Atlantic) is readable, learned, often brilliantly

illuminating, and just occasionally plain wrong.

Far and away the best chapter is on the revisionist school of American social and educational history, and especially his critique of the facts theory of social control which has spilled over into English educational history, turning all educational reformers and philanthropists into manipulators and oppressors. I know of no better guide than this to the US ideological literature of the 1970s on the role of the school in society, offering a perspective which in turn illuminates the British scene, and which reviews not just the relevant literature but also notes the salient criticisms to which it has been subjected by educationalists.

Least satisfactory, perhaps, is Dr Silver's confrontation with Sir Fred's experiences, who are the whipping-boy of his thesis on standards, accountability, and a great deal else. The fact of having sat the English Tripos in exactly the same year as both C. B. Cox and A. E. Dyson does not give Dr Silver superior, or even equal, claims as a critic, and no amount of historical perspective from old "standards" controversies from the nineteenth century is going to convince them that their case is met by his declaration that "there are no universal standards, only perceptions of standards"; or, for that matter, that their opponents have any monopoly of concern. Certainly not if Dr Silver persists in claiming that the Black Papers use terms like schooling, literacy, and equality of opportunity as if they had no historical pedigree, when all this means is that they refuse to recognize the particular pedigree fettered on those terms by the left.

His treatment of accountability asks some excellent questions but also begs a lot of others. The Council for National Academic Awards may be the watchdog of public sector higher education, but - *quite casually*! Educational research may test the accountability of schools, but how accountable are educational researchers? Above all, how does one discharge the role which everyone assumes and few will question: or the Assessment of Performance Unit to assess the widest needs of pupils and their personal development? Perhaps this seminal book will prompt more rigorous investigation even of these questions.

J. R. de S. Honey

Professor Honey is head of the school of education at Leicester Polytechnic.

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10 April 1981



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The Registrar,
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Lae,
Papua New Guinea

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THESEI

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1981. The successful candidate will be
expected to contribute to the
teaching and research in the area of
German Studies.

Further particulars may be obtained from
Mrs. E. C. P. Sears,
Staffing Department, University of
Southampton, Highfield, South-
ampton SO9 9NH to whom
applications should be sent by
18 May 1981. Please quote reference
748/81.

KEELE

THE UNIVERSITY OF TEMPORARY LECTURER IN CLASSICS

Temporary Lecturer in Classics
required for 1981-82 to deputise
for a member of staff on Sabbatical
leave. The successful candidate will be
expected to contribute to the
teaching and research in the area of
Classics.

Further particulars may be obtained from
Mrs. E. C. P. Sears,
Staffing Department, University of
Southampton, Highfield, South-
ampton SO9 9NH to whom
applications should be sent by
18 May 1981. Please quote reference
748/81.

SHEFFIELD

THE UNIVERSITY OF ASSISTANT ACCOUNTANT

Applications are invited from qualified
persons for the post of Assistant
Accountant. The successful candidate
will be expected to contribute to the
teaching and research in the area of
Accounting.

Further particulars may be obtained from
Mrs. E. C. P. Sears,
Staffing Department, University of
Southampton, Highfield, South-
ampton SO9 9NH to whom
applications should be sent by
18 May 1981. Please quote reference
748/81.

LIVERPOOL

THE UNIVERSITY OF DEPARTMENT OF MODERN HISTORY

Applications are invited for the post
of Lecturer in Modern History. The
successful candidate will be expected
to contribute to the teaching and
research in the area of Modern
History.

Further particulars may be obtained from
Mrs. E. C. P. Sears,
Staffing Department, University of
Southampton, Highfield, South-
ampton SO9 9NH to whom
applications should be sent by
18 May 1981. Please quote reference
748/81.

LEEDS

UNIVERSITY OF O.L.P. LEXICAL RESEARCH UNIT

Applications are invited for a post
of Lecturer in Lexical Research. The
successful candidate will be expected
to contribute to the teaching and
research in the area of Lexical
Research.

Further particulars may be obtained from
Mrs. E. C. P. Sears,
Staffing Department, University of
Southampton, Highfield, South-
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applications should be sent by
18 May 1981. Please quote reference
748/81.

OXFORD

THE UNIVERSITY OF DEPARTMENT OF POLITICAL SCIENCE

Applications are invited for a full-time
lectureship in Political Science. The
successful candidate will be expected
to contribute to the teaching and
research in the area of Political
Science.

Further particulars may be obtained from
Mrs. E. C. P. Sears,
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OXFORD

THE UNIVERSITY OF DEPARTMENT OF POLITICAL SCIENCE

Colleges of Higher Education continued



The Institute is the most recently established higher education institution in Ireland, having enrolled over 200 students in six first degree courses in Autumn 1980. A major building will be ready for occupation in Summer 1981 and further phases are being planned. Each member of staff will have a significant input in the planning and development of this expansion programme. Applications are invited for the following appointments:

Head of School of Mathematical Sciences

Lecturer in Mathematical Sciences

Candidates will be expected to be well qualified academically; they should also have significant industrial, business, academic or research experience.

Salary Scale: Head of School: £11,893 - £15,731.
Lecturer: £ 9,569 - £14,293.
Application forms and further details are available from:
The Personnel Office, National Institute for Higher Education,
Glasvin, Dublin 9, Ireland. Telephone: Dublin 373631/372691.

NORTH YORKSHIRE COUNTY COUNCIL

SCARBOROUGH

NORTH RIDING COLLEGE OF EDUCATION

Applications are invited for the following four appointments from September 1st 1981 in a College which is concerned principally with Teacher Education:

LECTURERS/SENIOR LECTURERS

In

RELIGIOUS EDUCATION

EDUCATIONAL STUDIES

DRAMA

ENGLISH

Salary: £6,012-£11,285 p.a., depending on experience.

Further particulars and application forms available from The Principal (Appointments), North Riding College of Education, Fley Road, Scarborough YO11 3AZ. Closing date for receipt of applications Friday, 27th March, 1981.

CANTERBURY

CHURCH OF ENGLAND

HIGHER EDUCATION

Applications are invited for the post of Lecturer in Religious Education in the Faculty of Theology and Religious Studies.

Applicants will be required to teach in the Faculty of Theology and Religious Studies and to make a significant contribution to the teaching of Religious Education. Candidates should have a sound knowledge of the history and development of the Christian Church, and a good knowledge of the Bible. They should also have a good knowledge of the history and development of the Christian Church, and a good knowledge of the Bible. They should also have a good knowledge of the history and development of the Christian Church, and a good knowledge of the Bible.

In addition to the BA in Religion, from which the post is advertised, the successful candidate will be required to teach in the Faculty of Theology and Religious Studies and to make a significant contribution to the teaching of Religious Education. Candidates should have a sound knowledge of the history and development of the Christian Church, and a good knowledge of the Bible. They should also have a good knowledge of the history and development of the Christian Church, and a good knowledge of the Bible.

Salary: Lecturer £11,893 - £15,731 p.a.
For further details please write to: Mr. John Long, Secretary, Church of England Higher Education, 100, Strand, London WC2R 0ET.

HARROW

COLLEGE OF HIGHER EDUCATION

Applications are invited for the post of Lecturer in Religious Education in the Faculty of Theology and Religious Studies.

Applicants will be required to teach in the Faculty of Theology and Religious Studies and to make a significant contribution to the teaching of Religious Education. Candidates should have a sound knowledge of the history and development of the Christian Church, and a good knowledge of the Bible. They should also have a good knowledge of the history and development of the Christian Church, and a good knowledge of the Bible.

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Salary: Lecturer £11,893 - £15,731 p.a.
For further details please write to: Mr. John Long, Secretary, Church of England Higher Education, 100, Strand, London WC2R 0ET.

BATH

THE UNIVERSITY OF

SCHOOL OF EDUCATION

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Salary: Lecturer £11,893 - £15,731 p.a.
For further details please write to: Mr. John Long, Secretary, Church of England Higher Education, 100, Strand, London WC2R 0ET.

CITY OF WAKEFIELD

METROPOLITAN DISTRICT

COUNCIL

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Salary: Lecturer £11,893 - £15,731 p.a.
For further details please write to: Mr. John Long, Secretary, Church of England Higher Education, 100, Strand, London WC2R 0ET.

RESEARCH ASSISTANT/ DEMONSTRATOR IN ECONOMICS

£4683 - £4884 - £5085

To research into 'The Economics of the Polytechnic Sector of Higher Education' (with special reference to Economics of Scale).

Further details and form of application from:

The Assistant Director (Administration)
Trent Polytechnic,
Burton Street, Nottingham NG1 4BU

Forms to be returned as soon as possible.

THES/10

Colleges of Further Education

BOURNEMOUTH AND POOLE COLLEGE OF FURTHER EDUCATION

HEAD OF DEPARTMENT OF SCIENCE MATHEMATICS AND COMPUTING

This Grade IV post will become available from 1 September 1981 on the retirement of the present post-holder.

Applicants should be graduates in one of the above fields, have industrial experience and preferably be teacher trained.

Salary: £11,892 - £13,332 p.a.
Application forms and further details may be obtained from
Principal's Secretary, North Road, Parkstone, Poole (Tel: 0202 747600). Forms to be returned within 2 weeks of this advertisement.

THES7

Administration

TECHNICIAN EDUCATION COUNCIL

Appointment of ADVISORY OFFICER

Applications are invited for the post of Advisory Officer to assist the Council in the areas of work embraced by Programme Committees C2 (Life Sciences) and C4 (Hotel, Food, Catering and Institutional Management).

The responsibilities will include advisory and liaison duties with colleges in connection with the development, validation and operation of programmes leading to TEC awards and working with the Council's committees.

Applicants should be appropriately qualified and have suitable experience in teaching life sciences; relevant industrial experience, or experience related to catering and food technology, would be advantageous. Appointment will be from 1 September 1981, or earlier if possible.

The salary scale is related to that for Grade IV Heads of Department, plus a Central London allowance. Starting salary will depend on previous experience, and qualifications.

Further particulars of the appointment can be obtained from:

The Assistant Chief Officer
Technician Education Council
78 Portland Place
London W1N 4AA.

The closing date for applications is 6 April 1981.

CITY OF LONDON POLYTECHNIC

DEPUTY FINANCE OFFICER

The Polytechnic is maintained by a direct annual grant from the U.K.A. As a company limited by guarantee it is fully responsible for its own finances. The Governors wish to appoint a qualified accountant who will be required to manage the financial and accounting operations of a busy Finance Department.

SALARY: £10,000 to £11,300

If you can direct a team of twenty staff and control a budget of £12 million with the expertise demanded by one of the country's leading institutions of Higher Education, please write for further particulars and an application form to the Staff Records Officer, City of London Polytechnic, 117 Houndsditch, London EC3A 7BU (or alternatively) Ring the Finance Officer 01-282 1020 ext. 2811.

Please refer to reference 11/12

Colleges with Teacher Education

EATON HALL INTERNATIONAL RETFORD, NOTTS.

Director: Dr. Geoffrey Broughton

Eaton Hall International is Nottinghamshire County Council's recently established residential college, which remains open all year round and provides teaching in E.F.L. and E.S.P. alongside a wide range of technical studies courses.

Deputy Director (Residential)

Burnham Equivalent salary scale:
Vice-Principal Group 3 College £11,754 - £12,549
Applications are invited for the above-named post. The successful candidate will have held a senior position in an educational institution, have had overseas academic experience and possibly commercial/industrial experience.

Lecturer (Residential)

Burnham Equivalent salary scale:
Lecturer II £6,012 - £9,702
Applications are invited for the above-named post. The successful candidate will have good qualifications in, and wide experience of, teaching E.F.L. and E.S.P.

Further details and application forms are available from the Director of Education,
Further Education Section (FE/F82),
County Hall, West Bridgford,
Nottingham NG2 7QP.
Tel: (0532) 863366 Ext. 3208

Closing date Friday, 3rd April, 1981.



Nottinghamshire County Council

County Hall, West Bridgford

Nottingham NG2 7QP

Nottingham NG2 7QP

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Librarians

UNIVERSITY OF EAST ANGLIA

Norwich

SUB-LIBRARIAN

Applications are invited for the post of Sub-Librarian in the University Library. The person appointed will be required to assume overall responsibility for the management and services of a separate library on a new site, will be concerned with the development and care of the Library's collections to serve the new School of Education, and may also undertake other appropriate duties.

Applicants should have a good honours degree, together with qualifications in librarianship and substantial relevant experience in an academic library. The appointment will be for an initial period of 3 years as can be arranged and the salary will be on the scale £11,185 - £13,580 per annum (under revised pay scales).

Applications (one copy only), giving full particulars of age, qualifications and experience, together with the names and addresses of three persons to whom references may be made, should be lodged with the Establishment Officer, University of East Anglia, Norwich, NR4 7TJ. No form of application may be obtained, not later than 28th March 1981. No form of application is to be sent to the University of East Anglia, Norwich, NR4 7TJ. No form of application is to be sent to the University of East Anglia, Norwich, NR4 7TJ.

For further information, contact: The Establishment Officer, University of East Anglia, Norwich, NR4 7TJ. Tel: (01603) 555555.

For Sale & Wanted

SPACE wanted. International university seeks classroom space in central London or near airport. Call Mrs. Parnall, 402 4671.

TL5103

Miscellaneous

Royal Society of Arts Examinations Board

Applications are at present invited for appointment as

Chief Examiner

in the following subjects:

Single Subject Examinations
Audio Typewriting Commerce
Computers in Data Processing English Language
English with Literature French
Medical Audio Typewriting
Medical Shorthand Typewriting
Office Practice Shorthand Typewriting

Preference will be given to applicants who have experience as Assistant Examiners with the Board.

Teachers' Certificates in Shorthand, Typewriting and Office Procedures (new schemes)

Applications are also invited for Assistant Examiners in Audio Typewriting.

Application forms and further information may be obtained from The Chief Office, Royal Society of Arts Examinations Board, John Adam Street, Adelphi, LONDON, WC2 6EZ.

THES28

THE ASSOCIATED EXAMINING BOARD

FOR TYPEWRITING CERTIFICATES
OF ALL LEVELS

Wellington House, Aldershot,
Hampshire GU11 1BQ

Applications are invited for the post of Chief Examiner in the Royal Society of Arts Examinations Board.

Applicants must be graduates with substantial teaching experience and have had a minimum of 10 years' experience in the examination of candidates for the Royal Society of Arts Examinations Board.

Application forms and details of the post, including details of the salary scale, are available from the Secretary, Examinations Board, 100, Strand, London WC2R 0ET.

Closed applications must be received in the Board office by 15th March 1981.

For further information, contact: The Secretary, Examinations Board, 100, Strand, London WC2R 0ET.

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General Vacancies

JERSEY WILDLIFE PRESERVATION TRUST

Applications are invited for the post of Sub-Librarian in the University Library. The person appointed will be required to assume overall responsibility for the management and services of a separate library on a new site, will be concerned with the development and care of the Library's collections to serve the new School of Education, and may also undertake other appropriate duties.

Applicants should have a good honours degree, together with qualifications in librarianship and substantial relevant experience in an academic library. The appointment will be for an initial period of 3 years as can be arranged and the salary will be on the scale £11,185 - £13,580 per annum (under revised pay scales).

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For Sale & Wanted

SPACE wanted. International university seeks classroom space in central London or near airport. Call Mrs. Parnall, 402 4671.

TL5103

Overseas

AUSTRALIA

THE MILPERRA COLLEGE OF ADVANCED EDUCATION

School of Community & Welfare Studies

DIRECTOR

The Milperra College of Advanced Education was established in 1974 to serve the tertiary education needs of the south-western region of the city of Sydney.

As the foundation Director of the School of Community and Welfare Studies is desirous of filling the post of Director. The College is seeking to make a replacement appointment.

It is anticipated that the School will continue the thrust of community and welfare education already developed through the planned implementation of courses at Associate Diploma, Degree and Graduate Diploma levels.

Applicants should possess sound academic qualifications together with significant experience in social welfare and community work. Applicants must be eligible for membership of the Australian Social Welfare Union. Experience in administering an academic department would be an advantage.

Salary: A\$37,322.

Superannuation provision is available subject to medical fitness. A contribution will be made towards removal expenses. Access to housing finance is available through the College's bankers.

Applications, setting out full personal and professional details together with the names and addresses of three referees, should reach the Principal at the following address by 30th April 1981.



Join the academic numbers
every Friday

THE TIMES Higher Education SUPPLEMENT

Place a regular order with your newsagent

Union view

The horizontal road to pay negotiations

Of the four major trade unions representing university staffs, ASTMS is the only one with a horizontal structure. That is one with layers of similar membership, spread over a multiplicity of industries covering both private and public employment.

This makes comparisons easy, and that does not only mean wage comparisons, the different patterns of industrial relations can also be compared. University technicians look at the company by company negotiations that determine many technicians' salaries and contrast them with the way they are settled in universities.

They realise that on no major issue do the legal employers (each individual university or college) negotiate direct with ASTMS representatives. Individual universities do not have to look their own employees in the face and say 'No'. This means university authorities have long been sheltered from the sharp end of industrial relations - and it shows.

There can be no other explanation for the leisurely way in which national negotiations are conducted. University collective bargaining is unique in ASTMS' experience, in that not only are agreements nearly always reached well after the normal settlement date, too often they do not start in earnest until after the settlement date has passed.

Why should they be otherwise? The individual universities that constitute the employers side still believe (they can parry off their technicians' impatience by blaming the national negotiators - they normally generously include their own representatives in this criticism). They cheerfully ignore any suggestion that they may have an obligation to see their own side has some sort of mandate before the first meeting takes place.

The entire structure of university negotiations encourages university managements to evade their responsibilities of management. For many years not only have they hid behind national negotiations, they also have sheltered under the cover of Government incomes policies.

Yet, they can take no pride in the knowledge that over the past 13 years there have been three major external inquiries into technicians' pay. Each has shown that not only were university technicians falling behind their counterparts in manufacturing industries, they were behind those in public employment as well. Clearly the managers of other publicly-funded organisations have been more prepared to accept their managerial obligations, negotiating settlements without calling in outside investigators.

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Whatever happens to that university vote when it comes to recommending a settlement? There must be many who do not put their vote where their mouth is. ASTMS thought it had reached agree-

ment during the last round of negotiations (October 1980) only to find the settlement that the universities' representative on the negotiating committee recommended was rejected by their own side. Yet many university authorities were still assuring local branches they accepted the original proposals.

The union made the only challenge it could - let each sympathetic university implement the original proposals immediately. This sharp reminder that employee relations could not be pushed upstairs every time had some effect. It was then possible to reach a settlement at national level acceptable to ASTMS members. With individual universities finding their own employees breathing down their necks they wanted a quick settlement.

The present 18-month gap before the next substantive wage settlements, might give each university a chance to discuss with their own ASTMS branches what they think the likely pattern of future settlements could be. At least, these local forums could encourage universities to be more ready to let their own side know what they had in mind, before negotiations were started.

Of course, this could be risky, perhaps that benign vice-chancellor when next confronted in his study, will not purr appreciatively, he may speak his mind: "I think most university technicians are grossly over-paid and under-worked, they don't deserve a penny more, get out of my office."

I think we could take the risk. In the long run, a little more direct honesty would be helpful, it's anonymity which breeds confusion and personal contact understanding. ASTMS negotiators in universities would like the same opportunity to identify those making decisions as is already enjoyed by the bulk of the ASTMS members.

We would like to see the faces of those who make the decisions, even if we make the unpleasant discovery that some of them have more than one face!

Russell Miller

The author is national officer of the Association of Scientific Technical and Managerial Staff.

Education for Adults

Study leave that pays its way



Charlotte Barry

For years the concept of giving workers paid leave to study has been bandied about by politicians, trade unionists and adult education groups alike. Yet until now no-one has known just how much paid educational leave (PEL) there is, who gets it, what they get out of it and what it costs.

A new survey published by the National Institute of Adult Education and the Society of Industrial Training reveals that a surprisingly large number of people are involved - up to four million in 1976-77, representing between 15 and 20 per cent of the workforce and 26 million working days a year.

But although a surprisingly large number of people participate, the nature of paid educational leave in this country is a far cry from the type envisaged by its supporters. To start with the survey reveals that the PEL we have is overwhelmingly informal in aim and weighted heavily in favour of young, well-educated white collar workers.

Managers and professionals are ten times more likely to receive it than other workers, and some groups, such as labour-

ers and unskilled manual workers, sales workers, service workers and clerical workers are lucky to receive it at all. Men are three times more likely to receive PEL than women.

Trade union education makes up about five per cent of the courses and involves one per cent of the students. Traditional adult education courses account for even less. The report, which was sponsored by the Department of Education and Science and the Manpower Services Commission, estimates that two thirds of all PEL students attend "in-house" short courses organized by their employers.

The rest attended courses which were twice as long (12 days on average) provided by universities and colleges or other educational bodies such as the Workers' Educational Association.

On the face of it, all this evidence points to a disappointing and negative scheme of paid study leave which is geared solely to the acquisition of knowledge or skills relevant to work. But the survey of student attitudes shows that even courses severely limited by the needs of the employers have a strong use for them outside work.

The general effect for most students was that these courses provided a general education which broadened their viewpoint, deepened their understanding of issues and boosted their self-confidence. Many wanted to go on to other courses and felt their intellectual as well as vocational skills had been improved.

The authors illustrate this contradiction aptly with the *reductio ad absurdum*: "If it is most unjust that an elderly woman employed and proficient in an unskilled occupation should be so unlikely to receive PEL, (it) is the person least in need of PEL is an elderly woman, employed and proficient in an unskilled occupation."

What is clearly needed is some sort of provision for PEL which caters for not only vocational training and retraining but also education for public office, political life, mature students (particularly women), the unemployed, illiterates, and "life roles" such as parenthood and retirement.

Before that can be achieved, paid educational leave must be given a definition to meet these aims and this must be followed by proper legislation. It must no longer be geared to the needs of the employers and the labour market, but also provide an opportunity for personal development and remedial education for the unemployed, women at home and the elderly as well.

At the moment we are having to face up to the unpleasant fact that Britain lags far behind what is being done in Europe. In Hamburg all employees can get paid leave of ten working days every two years

for political education or vocational courses. In Italy adult employees who received inadequate education at school can obtain paid study leave.

In this country, PEL stems from three main sources, the authors of *Education and Work* point out. First, employers have taken the initiative over the years but what is provided is nearly always caters for the training and career development needs of the firm. It is essentially seen as an investment in the people concerned.

Secondly, there has been a limited amount of legislation of PEL. The Industrial Training Boards, generate a considerable quantity of vocational training. Through the Industrial Training Act they make sure that the number of people being trained and the quality and efficiency of training are adequate.

Further legislation led to the setting up of the Training Services Agency, now a division of the Manpower Services Commission, which concentrates mostly on vocational courses for the unemployed.

Another two Acts, the Health and Safety at Work Act and the Employment Protection Act, gave the right to PEL to trade union representatives after considerable pressure from the trade union movement.

A small amount of PEL has also resulted from collective bargaining. Examples are the relationship between Sheffield University and the National Union of Mineworkers and the link with the unions made by the extra-mural department at London University. These mostly provide courses in either social studies or trade union education.

The International Labour Organisation's convention (140) in 1974 called upon each member state to "formulate and apply a policy designed to promote (PEL) by methods appropriate to national conditions and practice". It gave all kinds of training equal weight with social and civic education and with trade union education. At the time, the British Government committed itself to certain principles but not to any concrete course of action.

Whatever happens in this country, the impetus provided by this exhaustive, far-reaching report must not be allowed to die. Adult educators, who tend to be strong on sentiment but lacking in political power, must draw together to form an effective lobby that can campaign to make PEL in its widest sense a vital component of any future continuing education policy. *Education and Work: A survey of paid educational leave in England and Wales 1976-77* by John Killick and Margaret Bird. National Institute of Adult Education, 198 De Montfort Street, Leicester. £3.50.

Don's diary

Don's diaries seem to be dominated by accounts of credulous British academics in exotic places; bemused and inhibited, the writer stares mesmerized by the surf breaking over the shore at the campus of Santo Cruz or by the helicopter pad for academics on top of the library at Rainy River Tech., Minnesota. In contrast, I wish to give a straightforward account of a typically dull, routine week in my life as an exile at The Netherlands School of Business.

Saturday

7.00 am Schiphol Airport. Two academics due in from New York for my conference "Management and Control of the Police Organization". One from M.I.T. and one from Harvard, both well known in the field, yet they stand near each other at the luggage belt without conversing. A mid Atlantic argument? No, they have never met although they both work in Cambridge.

By evening about 15 of us go to a Turkish restaurant in Amsterdam and wait especially for the belly dancer. One waiter says he's ill, another that she's on holiday. A pity because the cook and the waiters usually get out their musical instruments and accompany her with intense abandon and without that the evening loses some of its lustre. My wife cannot be persuaded to give it a try.

The group insists on a guided tour of the red light district which I agree to reluctantly as it's now become such a compulsory ritual for me. Because I'm expecting cars to take us back and because it's snowing I rush them briskly around. We begin to look like snowmen, the prostitutes are shivering and plead invitingly with us to come in from the cold, and a professor from Colorado keeps hanging back and asks: "How old are they; are they clean; how much does it cost?"

Sunday

7.00 am Schiphol Airport. Here we go again. Most of the day is spent shipping people and suitcases from Schiphol to Breukelen where Nijenrode is situated. Nijenrode is an exquisite castle, originally built in 1275 and restored early in the century, surrounded by a mature park, near the village Breukelen, between Amsterdam and Utrecht on the River Vecht. A blanket of fog suddenly descends on Schiphol in the afternoon, two of my students on the way to pick people up at the airport are caught in a massive traffic jam caused by a concertina-crash and I'm petrified that they might be involved, while two delegates are diverted to Brussels.

Monday and Tuesday

We work from 9.00 am to 9.30 pm. Most papers have been circulated in advance. My fear as chairman was that the meeting wouldn't get off and that discussion would try to tip. After a year of preparation I was now reliant on the spontaneous dynamics of academic meetings: would it work? I need not have worried, it was just like turning on a tap. We were continually pushed for time with two papers per session of one and a half hours. There were 12 Americans, 10 Britons, 8 Dutch and Belgians, and three of us from Nijenrode. At times it was if all of us could have gone off and let the Americans at it as they seemed capable of disputing endlessly and sharply. In contrast, the British were modest and reticent while the Dutch seemed subdued by the language barrier, although the only Belgian ploughed on and slapped us all when he asked us to excuse his accent as English was his fourth language.

Wednesday

We finish at lunchtime feeling that we have only just started to get to grips with the issues. The afternoon is free and people disappear, occasionally to the Van Gogh's at Rembrandt's, but several are spotted "window shopping" in the red light district. In the evening we go to an Indonesian restaurant for a "rijstafel" of

umpteen dishes; when I show an Englishman the bill, he nearly chokes on his "satoh" and "pisang goreng".

Thursday

To my surprise everyone manages to get up at 6.30, makes it to breakfast, and gets on the bus for The Hague. I had expected academics and policemen to be delinquent, resenting being herded around and slipping off to the flesh-pots, but they prove amazingly docile and clearly love having everything organized for them so that they don't have to make any decisions. There are to attend a one day conference on "Change in the Police Organization" organized by the Ministry of Home Affairs. The morning sessions are in superb old rooms which are part of the parliament buildings, de Binnenhof, and lunch is in a delightful medieval cellar with a vaulted ceiling.

The afternoon meetings are in the magnificent new tower block of the ministry and, again, the standard of discussion is high, in groups comprising researchers, policemen, and policy makers for whom English is a foreign language. Most perform more than adequately but even the best still tend to pronounce major as "major", stumble over "hierarchical" and find "sociological" particularly hard to pronounce (but then I can't say "unhygienic" in Dutch. Unfortunately, the hospitality begins early at 4.30 with a reception and the "genever" proves to be traitorously potent. By the time we move on to an old-fashioned Dutch restaurant near Utrecht everyone is fairly "relaxed". Food and wine begin to flow. Speeches are made, even our token Marxist (the only one to complain about the shortage of toilets in the castle) feels called upon to rise to his feet and poses like Lenin addressing the workers outside the Finland station.

Friday

Visits to police forces have been arranged. One academic, a former policeman, from Washington D.C. witnesses an emergency call in the Hague. The patrol-car in which he is sitting screams to an incident and the two constables dash into a house. He follows them and finds one massaging a dog's heart while another blows air into its mouth through a tube of rolled-up paper. A dog ambulance arrives, with a dog emblem on the side, but the dog dies on its way to a vet.

Saturday

This is goodbye day and I flit back and forth to Schiphol, which I can now find blind-folded. The response to the conference is overwhelmingly positive. Funds are not available in US and UK anymore to finance such gatherings. Money for police studies has dried up in America and the meetings gave a boost to the field where some people were beginning to feel a bit jaded. Also the Americans explained that it is a myth that they see each other frequently, while the position of police studies in Britain is fairly weak and its practitioners feel particularly isolated. The conference in The Hague also provided important stimulation for the growing number of people working in this area in The Netherlands and for police forces engaged in organizational change.

Sunday

The last delegates depart. When I left Britain in 1975 economies were already the order of the day and I found Dutch academics overpaid, underproductive, and complacent. Now The Netherlands is belatedly waking up to its vulnerable economic situation and the prospect is sombre for higher education (although magically Nijenrode continues to expand). Jobs are disappearing—200 in the University of Amsterdam and 114 in the Free University—and cuts are being made while unemployment among academics grows. Conferences like mine will probably become a luxury.

Maurice Punch

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